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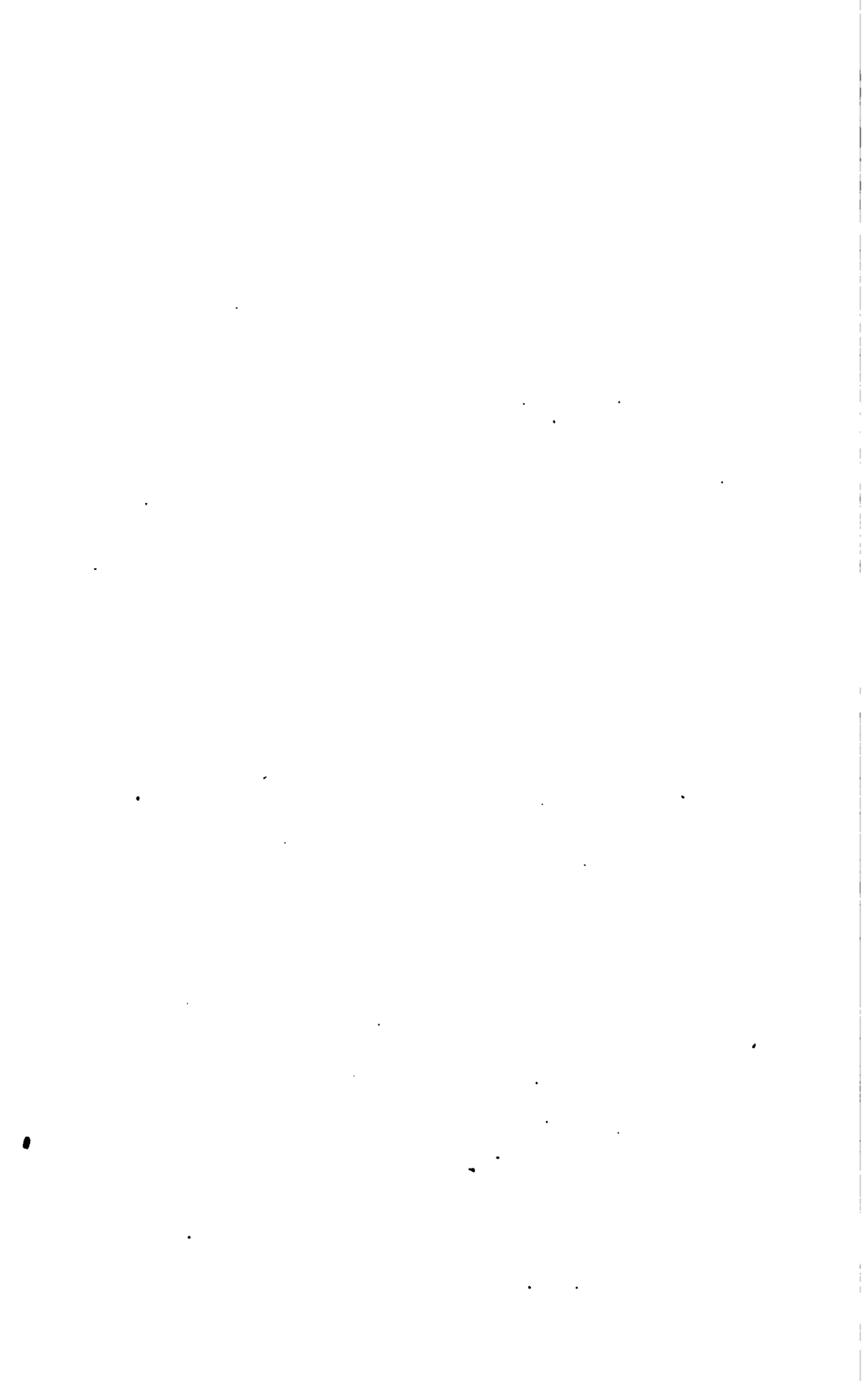
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35TH CONGRESS, }
2d Session. }

SENATE.

{ Ex. Doc.
{ No. 1.

MESSAGE

OF THE

PRESIDENT OF THE UNITED STATES

TO THE

TWO HOUSES OF CONGRESS

AT THE

COMMENCEMENT OF THE SECOND SESSION

OF

THE THIRTY-FIFTH CONGRESS.

WASHINGTON:
WM. A. HARRIS, PRINTER.
1858.

IN THE SENATE OF THE UNITED STATES,

December 16, 1858.

Resolved, That there be printed, for the use of the Senate, ten thousand copies of the Message of the President of the United States, with the reports proper of the Heads of Departments and Chiefs of Bureaus, communicated therewith, omitting the statistical matter accompanying said reports, and one thousand two hundred additional copies for the use of the Heads of Departments.

Attest:

ASBURY DICKINS, *Secretary*.

MESSAGE.

Fellow-citizens of the Senate and House of Representatives:

When we compare the condition of the country at the present day with what it was one year ago, at the meeting of Congress, we have much reason for gratitude to that Almighty Providence which has never failed to interpose for our relief at the most critical periods of our history. One year ago the sectional strife between the North and the South on the dangerous subject of slavery had again become so intense as to threaten the peace and perpetuity of the confederacy. The application for the admission of Kansas as a State into the Union fostered this unhappy agitation, and brought the whole subject once more before Congress. It was the desire of every patriot that such measures of legislation might be adopted as would remove the excitement from the States and confine it to the Territory where it legitimately belonged. Much has been done, I am happy to say, towards the accomplishment of this object during the last session of Congress.

The Supreme Court of the United States had previously decided that all American citizens have an equal right to take into the Territories whatever is held as property under the laws of any of the States, and to hold such property there under the guardianship of the Federal Constitution, so long as the territorial condition shall remain.

This is now a well established position, and the proceedings of the last session were alone wanting to give it practical effect. The principle has been recognized, in some form or other, by an almost unanimous vote of both houses of Congress, that a Territory has a right to come into the Union either as a free or a slave State, according to the will of a majority of its people. The just equality of all the States has thus been vindicated, and a fruitful source of dangerous dissension among them has been removed.

Whilst such has been the beneficial tendency of your legislative proceedings outside of Kansas, their influence has nowhere been so happy as within that Territory itself. Left to manage and control its own affairs in its own way, without the pressure of external influence, the revolutionary Topeka organization and all resistance to the territorial government established by Congress have been finally abandoned. As a natural consequence, that fine Territory now appears to be tranquil and prosperous, and is attracting increasing thousands of immigrants to make it their happy home.

The past unfortunate experience of Kansas has enforced the lesson, so often already taught, that resistance to lawful authority, under our form of government, cannot fail in the end to prove disastrous to its authors. Had the people of the Territory yielded obedience to the laws

enacted by their legislature, it would at the present moment have maintained a large additional population of industrious and enterprising citizens, who have been deterred from entering its borders by the existence of civil strife and organized rebellion.

It was the resistance to the rightful authority and the attempts to establish a revolutionary government under a constitution which caused the people of Kansas to commit the error of refusing to vote for delegates to the constitutional convention under a law not denied to be fair and just. This refusal to vote has been the prolific source of the troubles which have followed. In their hostility to the territorial government they disregarded the principle, absolutely essential to our form of government, that a majority of those who are entitled to vote may remain at home, from whatever cause, the result of an election. For this reason, seeking to atone for their own error, they denied the authority of the convention elected to frame a constitution.

The convention, notwithstanding, proceeded to adopt a constitution unexceptionable in its general features, and providing for the solution of the slavery question to a vote of the people. In their opinion, they were bound to do under the Kansas act. This was the all-important question which had alone been before the Territory; and yet the opponents of the lawful government, in their first error, refrained from exercising their right, and preferred that slavery should continue, rather than to break up the revolutionary Topeka organization.

A wiser and better spirit seemed to prevail before the election of January last, when an election was held under the new constitution. A majority of the people then voted for gubernatorial officers, for a member of Congress, and members of the legislature. This election was warmly contested by the friends of the constitution in Kansas, and a greater vote was polled than at any previous election. A large majority of the members of the legislature belonged to that party which had previously refused to support the anti-slavery party were thus placed in the ascendant. The power of the State was in their own hands. Had the new constitution been admitted into the Union under the Lecompton constitution, at its very first session, have submitted to a vote of the people, whether they would or would not amend their constitution, either on the question of slavery, and have adopted all necessary means to give effect to the will of the majority. Thus the Kansas question has been immediately and finally settled.

Under these circumstances, I submitted to Congress a constitution thus framed, with all the officers already elected to the State government into operation, accompanied by a recommendation in favor of the admission of Kansas. In the course of my long public life I have never performed any act which, in the retrospect, has afforded me more satisfaction. Its admission could have inflicted no possible injury, whilst it would, within a brief period,

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a new Territory, people from es rush into it, for the lauda- n. Their first duty to them- construct roads, to establish hip, and to devote their ener- s, and to lay the foundations nwealth. If, in this incipient thousand, they should prema- essed by the burden of State the improvement of the Terri- interests are thus diverted to

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nate sections of land for twelve miles on each side of two railroads, proposed to be constructed from the northern to the southern boundary, and from the eastern to the western boundary of the State. Congress, deeming these claims unreasonable, provided, by the act of May 4, 1858, to which I have just referred, for the admission of the State on an equal footing with the original States, but "upon the fundamental condition precedent" that a majority of the people thereof, at an election to be held for that purpose, should, in place of the very large grants of public lands which they had demanded under the ordinance, accept such grants as had been made to Minnesota and other new States. Under this act, should a majority reject the proposition offered them, "it shall be deemed and held that the people of Kansas do not desire admission into the Union with said constitution under the conditions set forth in said proposition." In that event, the act authorizes the people of the Territory to elect delegates to form a constitution and State government for themselves "whenever, and not before, it is ascertained by a census, duly and legally taken, that the population of said Territory equals or exceeds the ratio of representation required for a member of the House of Representatives of the Congress of the United States." The delegates thus assembled "shall first determine by a vote whether it is the wish of the people of the proposed State to be admitted into the Union at that time, and if so, shall proceed to form a constitution, and take all necessary steps for the establishment of a State government in conformity with the Federal Constitution." After this constitution shall have been formed, Congress, carrying out the principles of popular sovereignty and non-intervention, have left "the mode and manner of its approval or ratification by the people of the proposed State" to be "prescribed by law," and they "shall then be admitted into the Union as a State under such constitution thus fairly and legally made, with or without slavery, as said constitution may prescribe."

An election was held throughout Kansas, in pursuance of the provisions of this act, on the second day of August last, and it resulted in the rejection, by a large majority, of the proposition submitted to the people by Congress. This being the case, they are now authorized to form another constitution, preparatory to admission into the Union, but not until their number, as ascertained by a census, shall equal or exceed the ratio required to elect a member to the House of Representatives.

It is not probable, in the present state of the case, that a third constitution can be lawfully framed and presented to Congress by Kansas before its population shall have reached the designated number. Nor is it to be presumed that, after their sad experience in resisting the territorial laws, they will attempt to adopt a constitution in express violation of the provisions of an act of Congress. During the session of 1856 much of the time of Congress was occupied on the question of admitting Kansas under the Topeka constitution. Again, nearly the whole of the last session was devoted to the question of its admission under the Leocompton constitution. Surely it is not unreasonable to require the people of Kansas to wait, before making a third attempt, until the number of their inhabitants shall amount to ninety-three

thousand four hundred and twenty. During this brief period the harmony of the States, as well as the great business interests of the country, demand that the people of the Union shall not for a third time be convulsed by another agitation on the Kansas question. By waiting for a short time, and acting in obedience to law, Kansas will glide into the Union without the slightest impediment.

This excellent provision, which Congress have applied to Kansas, ought to be extended and rendered applicable to all Territories which may hereafter seek admission into the Union.

Whilst Congress possess the undoubted power of admitting a new State into the Union, however small may be the number of its inhabitants, yet this power ought not, in my opinion, to be exercised before the population shall amount to the ratio required by the act for the admission of Kansas. Had this been previously the rule, the country would have escaped all the evils and misfortunes to which it has been exposed by the Kansas question.

Of course, it would be unjust to give this rule a retrospective application, and exclude a State which, acting upon the past practice of the government, has already formed its constitution, elected its legislature and other officers, and is now prepared to enter the Union.

The rule ought to be adopted, whether we consider its bearing on the people of the Territories or upon the people of the existing States. Many of the serious dissensions which have prevailed in Congress and throughout the country would have been avoided had this rule been established at an earlier period of the government.

Immediately upon the formation of a new Territory, people from different States and from foreign countries rush into it, for the laudable purpose of improving their condition. Their first duty to themselves is to open and cultivate farms, to construct roads, to establish schools, to erect places of religious worship, and to devote their energies generally to reclaim the wilderness, and to lay the foundations of a flourishing and prosperous commonwealth. If, in this incipient condition, with a population of a few thousand, they should prematurely enter the Union, they are oppressed by the burden of State taxation, and the means necessary for the improvement of the Territory and the advancement of their own interests are thus diverted to very different purposes.

The federal government has ever been a liberal parent to the Territories, and a generous contributor to the useful enterprises of the early settlers. It has paid the expenses of their governments and legislative assemblies out of the common treasury, and thus relieved them from a heavy charge. Under these circumstances, nothing can be better calculated to retard their material progress than to divert them from their useful employments, by prematurely exciting angry political contests among themselves, for the benefit of aspiring leaders. It is surely no hardship for embryo governors, senators, and members of Congress, to wait until the number of inhabitants shall equal those of a single congressional district. They surely ought not to be permitted to rush into the Union with a population less than one-half of several of the large counties in the interior of some of the States. This was the condition of Kansas when it made

application to be admitted under the Topeka constitution. Besides, it requires some time to render the mass of a population collected in a new Territory at all homogeneous, and to unite them on anything like a fixed policy. Establish the rule, and all will look forward to it and govern themselves accordingly.

But justice to the people of the several States requires that this rule should be established by Congress. Each State is entitled to two senators and at least one representative in Congress. Should the people of the States fail to elect a Vice President, the power devolves upon the Senate to select this officer from the two highest candidates on the list. In case of the death of the President, the Vice President, thus elected by the Senate, becomes President of the United States. On all questions of legislation the senators from the smallest States of the Union have an equal vote with those from the largest. The same may be said in regard to the ratification of treaties and of Executive appointments. All this has worked admirably in practice, whilst it conforms in principle with the character of a government instituted by sovereign States. I presume no American citizen would desire the slightest change in the arrangement. Still, is it not unjust and unequal to the existing States to invest some forty or fifty thousand people collected in a Territory with the attributes of sovereignty, and place them on an equal footing with Virginia and New York in the Senate of the United States?

For these reasons, I earnestly recommend the passage of a general act, which shall provide that, upon the application of a territorial legislature, declaring their belief that the Territory contains a number of inhabitants which, if in a State, would entitle them to elect a member of Congress, it shall be the duty of the President to cause a census of the inhabitants to be taken, and if found sufficient, then by the terms of this act to authorize them to proceed "in their own way" to frame a State constitution preparatory to admission into the Union. I also recommend that an appropriation may be made, to enable the President to take a census of the people of Kansas.

The present condition of the Territory of Utah, when contrasted with what it was one year ago, is a subject for congratulation. It was then in a state of open rebellion, and, cost what it might, the character of the government required that this rebellion should be suppressed and the Mormons compelled to yield obedience to the Constitution and the laws. In order to accomplish this object, as I informed you in my last annual message, I appointed a new governor instead of Brigham Young, and other federal officers to take the place of those who, consulting their personal safety, had found it necessary to withdraw from the Territory. To protect these civil officers, and to aid them, as a *posse comitatus*, in the execution of the laws in case of need, I ordered a detachment of the army to accompany them to Utah. The necessity for adopting these measures is now demonstrated.

On the 15th of September, 1857, Governor Young issued his proclamation, in the style of an independent sovereign, announcing his purpose to resist by force of arms the entry of the United States troops into our own Territory of Utah. By this he required all the forces in the Territory to "hold themselves in readiness to march

at a moment's notice to repel any and all such invasion," and established martial law from its date throughout the Territory. These proved to be no idle threats. Forts Bridger and Supply were vacated and burnt down by the Mormons, to deprive our troops of a shelter after their long and fatiguing march. Orders were issued by Daniel H. Wells, styling himself "Lieutenant General, Nauvoo Legion," to stampede the animals of the United States troops on their march, to set fire to their trains, to burn the grass and the whole country before them and on their flanks, to keep them from sleeping by night surprises, and to blockade the road by felling trees, and destroying the fords of rivers, &c., &c., &c.

These orders were promptly and effectually obeyed. On the 4th of October, 1857, the Mormons captured and burned, on Green river, three of our supply trains, consisting of seventy-five wagons loaded with provisions and tents for the army, and carried away several hundred animals. This diminished the supply of provisions so materially that General Johnston was obliged to reduce the ration, and even with this precaution there was only sufficient left to subsist the troops until the first of June.

Our little army behaved admirably in their encampment at Fort Bridger under these trying privations. In the midst of the mountains, in a dreary, unsettled, and inhospitable region, more than a thousand miles from home, they passed the severe and inclement winter without a murmur. They looked forward with confidence for relief from their country in due season, and in this they were not disappointed.

The Secretary of War employed all his energies to forward them the necessary supplies, and to muster and send such a military force to Utah as would render resistance on the part of the Mormons hopeless, and thus terminate the war without the effusion of blood. In his efforts he was efficiently sustained by Congress. They granted appropriations sufficient to cover the deficiency thus necessarily created, and also provided for raising two regiments of volunteers "for the purpose of quelling disturbances in the Territory of Utah, for the protection of supply and emigrant trains, and the suppression of Indian hostilities on the frontiers." Happily, there was no occasion to call these regiments into service. If there had been, I should have felt serious embarrassment in selecting them, so great was the number of our brave and patriotic citizens anxious to serve their country in this distant and apparently dangerous expedition. Thus it has ever been, and thus may it ever be!

The wisdom and economy of sending sufficient reinforcements to Utah are established not only by the event, but in the opinion of those who, from their position and opportunities, are the most capable of forming a correct judgment. General Johnston, the commander of the forces, in addressing the Secretary of War from Fort Bridger, under date of October 18, 1857, expresses the opinion that "unless a large force is sent here, from the nature of the country, a protracted war on their [the Mormons] part is inevitable." This he considered necessary, to terminate the war speedily and more economically than if attempted by insufficient means."

In the meantime it was my anxious desire that the Mormons should yield obedience to the Constitution and the laws, without rendering it necessary to resort to military force. To aid in accomplishing this object I deemed it advisable, in April last, to despatch two distinguished citizens of the United States, Messrs. Powell and McCulloch, to Utah. They bore with them a proclamation addressed by myself to the inhabitants of Utah, dated on the 6th day of that month, warning them of their true condition, and how hopeless it was on their part to persist in rebellion against the United States, and offering all those who should submit to the laws a full pardon for their past seditions and treasons. At the same time I assured those who should persist in rebellion against the United States that they must expect no further lenity, but look to be rigorously dealt with, according to their deserts. The instructions to these agents, as well as a copy of the proclamation and their reports, are herewith submitted. It will be seen by their report of the 3d of July last that they have fully confirmed the opinion expressed by General Johnston in the previous October as to the necessity of sending reinforcements to Utah. In this they state that they "are firmly impressed with the belief that the presence of the army here, and the large additional force that had been ordered to this Territory, were the chief inducements that caused the Mormons to abandon the idea of resisting the authority of the United States. A less decisive policy would probably have resulted in a long, bloody, and expensive war."

These gentlemen conducted themselves to my entire satisfaction, and rendered useful services in executing the humane intentions of the government.

It also affords me great satisfaction to state that Governor Cumming has performed his duty in an able and conciliatory manner, and with the happiest effect. I cannot, in this connexion, refrain from mentioning the valuable services of Colonel Thomas L. Kane, who, from motives of pure benevolence, and without any official character or pecuniary compensation, visited Utah during the last inclement winter for the purpose of contributing to the pacification of the Territory.

I am happy to inform you that the governor and other civil officers of Utah are now performing their appropriate functions without resistance. The authority of the Constitution and the laws has been fully restored, and peace prevails throughout the Territory.

A portion of the troops sent to Utah are now encamped in Cedar valley, forty-four miles southwest of Salt Lake city, and the remainder have been ordered to Oregon to suppress Indian hostilities.

The march of the army to Salt Lake city, through the Indian Territory, has had a powerful effect in restraining the hostile feelings against the United States which existed among the Indians in that region, and in securing emigrants to the Far West against their depredations. This will also be the means of establishing military posts and promoting settlements along the route.

I recommend that the benefits of our land laws and pre-emption system be extended to the people of Utah, by the establishment of a land office in that Territory.

I have occasion, also, to congratulate you on the result of our negotiations with China.

You were informed by my last annual message that our minister had been instructed to occupy a neutral position in the hostilities conducted by Great Britain and France against Canton. He was, however, at the same time, directed to co-operate cordially with the British and French ministers in all peaceful measures to secure by treaty those just concessions to foreign commerce which the nations of the world had a right to demand. It was impossible for me to proceed further than this on my own authority, without usurping the war-making power, which, under the Constitution, belongs exclusively to Congress.

Besides, after a careful examination of the nature and extent of our grievances, I did not believe they were of such a pressing and aggravated character as would have justified Congress in declaring war against the Chinese empire, without first making another earnest attempt to adjust them by peaceful negotiation. I was the more inclined to this opinion, because of the severe chastisement which had then but recently been inflicted upon the Chinese by our squadron in the capture and destruction of the Barrier forts to avenge an alleged insult to our flag.

The event has proved the wisdom of our neutrality. Our minister has executed his instructions with eminent skill and ability. In conjunction with the Russian plenipotentiary, he has peacefully, but effectually, co-operated with the English and French plenipotentiaries; and each of the four powers has concluded a separate treaty with China, of a highly satisfactory character. The treaty concluded by our own plenipotentiary will immediately be submitted to the Senate.

I am happy to announce that, through the energetic yet conciliatory efforts of our consul general in Japan, a new treaty has been concluded with that empire, which may be expected materially to augment our trade and intercourse in that quarter, and remove from our countrymen the disabilities which have heretofore been imposed upon the exercise of their religion. The treaty shall be submitted to the Senate for approval without delay.

It is my earnest desire that every misunderstanding with the government of Great Britain should be amicably and speedily adjusted. It has been the misfortune of both countries, almost ever since the period of the revolution, to have been annoyed by a succession of irritating and dangerous questions, threatening their friendly relations. This has partially prevented the full development of those feelings of mutual friendship between the people of the two countries, so natural in themselves and so conducive to their common interest. Any serious interruption of the commerce between the United States and Great Britain would be equally injurious to both. In fact, no two nations have ever existed on the face of the earth which could do each other so much good or so much harm.

Entertaining these sentiments, I am gratified to inform you that the long-pending controversy between the two governments, in relation to the question of visitation and search, has been amicably adjusted. The claim, on the part of Great Britain, forcibly to visit American

vessels on the high seas in time of peace could not be sustained under the law of nations, and it had been overruled by her own most eminent jurists. This question was recently brought to an issue by the repeated acts of British cruisers, in boarding and searching our merchant vessels in the Gulf of Mexico and the adjacent seas. These acts were the more injurious and annoying, as these waters are traversed by a large portion of the commerce and navigation of the United States, and their free and unrestricted use is essential to the security of the coastwise trade between the different States of the Union. Such vexatious interruptions could not fail to excite the feelings of the country, and to require the interposition of the Government. Remonstrances were addressed to the British government against these violations of our rights of sovereignty, and a naval force was at the same time ordered to the Cuban waters, with directions "to protect all vessels of the United States on the high seas from search or detention by the vessels-of-war of any other nation." These measures received the unqualified and even enthusiastic approbation of the American people. Most fortunately, however, no collision took place, and the British government promptly avowed its recognition of the principles of international law upon this subject as laid down by the government of the United States in the note of the Secretary of State to the British minister at Washington, of April 10, 1858, which secure the vessels of the United States upon the high seas from visitation or search in time of peace, under any circumstances whatever. The claim has been abandoned in a manner reflecting honor on the British government, and evincing a just regard for the law of nations, and cannot fail to strengthen the amicable relations between the two countries.

The British government, at the same time, proposed to the United States that some mode should be adopted, by mutual arrangement between the two countries, of a character which may be found effective without being offensive, for verifying the nationality of vessels suspected on good grounds of carrying false colors. They have also invited the United States to take the initiative, and propose measures for this purpose. Whilst declining to assume so grave a responsibility, the Secretary of State has informed the British government that we are ready to receive any proposals which they may feel disposed to offer, having this object in view, and to consider them in an amicable spirit. A strong opinion is, however, expressed, that the occasional abuse of the flag of any nation is an evil far less to be deprecated than would be the establishment of any regulations which might be incompatible with the freedom of the seas. This government has yet received no communication specifying the manner in which the British government would propose to carry out their suggestion, and I am inclined to believe that no plan which can be devised will be free from grave embarrassments. Still, I shall form no decided opinion on the subject until I shall have carefully and in the best spirit examined any proposals which they may think proper to make.

I am truly sorry I cannot also inform you that the complications

between Great Britain and the United States arising out of the Clayton and Bulwer treaty of April, 1850, have been finally adjusted.

At the commencement of your last session I had reason to hope that, emancipating themselves from further unavailing discussions, the two governments would proceed to settle the Central American questions in a practical manner, alike honorable and satisfactory to both; and this hope I have not yet abandoned. In my last annual message I stated that overtures had been made by the British government for this purpose in a friendly spirit, which I cordially reciprocated. Their proposal was, to withdraw these questions from direct negotiation between the two governments; but to accomplish the same object by a negotiation between the British government and each of the Central American republics whose territorial interests are immediately involved. The settlement was to be made in accordance with the general tenor of the interpretation placed upon the Clayton and Bulwer treaty by the United States, with certain modifications. As negotiations are still pending upon this basis, it would not be proper for me now to communicate their present condition. A final settlement of these questions is greatly to be desired, as this would wipe out the last remaining subject of dispute between the two countries.

Our relations with the great empires of France and Russia, as well as with all other governments on the continent of Europe, except that of Spain, continue to be of the most friendly character.

With Spain our relations remain in an unsatisfactory condition. In my message of December last I informed you that our envoy extraordinary and minister plenipotentiary to Madrid had asked for his recall; and it was my purpose to send out a new minister to that court, with special instructions on all questions pending between the two governments, and with a determination to have them speedily and amicably adjusted, if that were possible. This purpose has been hitherto defeated by causes which I need not enumerate.

The mission to Spain has been intrusted to a distinguished citizen of Kentucky, who will proceed to Madrid without delay, and make another and a final attempt to obtain justice from that government.

Spanish officials, under the direct control of the captain general of Cuba, have insulted our national flag, and in repeated instances have, from time to time, inflicted injuries on the persons and property of our citizens. These have given birth to numerous claims against the Spanish government, the merits of which have been ably discussed for a series of years by our successive diplomatic representatives. Notwithstanding this, we have not arrived at a practical result in any single instance, unless we may except the case of the Black Warrior, under the late administration; and that presented an outrage of such a character as would have justified an immediate resort to war. All our attempts to obtain redress have been baffled and defeated. The frequent and oft-recurring changes in the Spanish ministry have been employed as reasons for delay. We have been compelled to wait, again and again, until the new minister shall have had time to investigate the justice of our demands.

Even what have been denominated "the Cuban claims," in which more than a hundred of our citizens are directly interested, have fur-

nished no exception. These claims were for the refunding of duties unjustly exacted from American vessels at different custom-houses in Cuba so long ago as the year 1844. The principles upon which they rest are so manifestly equitable and just, that, after a period of nearly ten years, in 1854 they were recognized by the Spanish government. Proceedings were afterwards instituted to ascertain their amount, and this was finally fixed according to their own statement (with which we were satisfied) at the sum of one hundred and twenty-eight thousand six hundred and thirty-five dollars and fifty-four cents. Just at the moment, after a delay of fourteen years, when we had reason to expect that this sum would be repaid with interest, we have received a proposal offering to refund one-third of that amount, (forty-two thousand eight hundred and seventy-eight dollars and forty-one cents,) but without interest, if we would accept this in full satisfaction. The offer is also accompanied by a declaration that this indemnification is not founded on any reason of strict justice, but is made as a special favor.

One alleged cause for procrastination in the examination and adjustment of our claims arises from an obstacle which it is the duty of the Spanish government to remove. Whilst the captain general of Cuba is invested with general despotic authority in the government of that island, the power is withheld from him to examine and redress wrongs committed by officials under his control on citizens of the United States. Instead of making our complaints directly to him at Havana, we are obliged to present them through our minister at Madrid. These are then referred back to the captain general for information, and much time is thus consumed in preliminary investigations and correspondence between Madrid and Cuba before the Spanish government will consent to proceed to negotiation. Many of the difficulties between the two governments would be obviated, and a long train of negotiation avoided, if the captain general were invested with authority to settle questions of easy solution on the spot, where all the facts are fresh, and could be promptly and satisfactorily ascertained. We have hitherto in vain urged upon the Spanish government to confer this power upon the captain general, and our minister to Spain will again be instructed to urge this subject on their notice. In this respect we occupy a different position from the powers of Europe. Cuba is almost within sight of our shores; our commerce with it is far greater than that of any other nation, including Spain itself, and our citizens are in habits of daily and extended personal intercourse with every part of the island. It is, therefore, a great grievance that when any difficulty occurs, no matter how unimportant, which might be readily settled at the moment, we should be obliged to resort to Madrid, especially when the very first step to be taken there is to refer it back to Cuba.

The truth is, that Cuba, in its existing colonial condition, is a constant source of injury and annoyance to the American people. It is the only spot in the civilized world where the African slave trade is tolerated; and we are bound by treaty with Great Britain to maintain a naval force on the coast of Africa, at much expense both of life and treasure, solely for the purpose of arresting slavers bound to that

island. The late serious difficulties between the United States and Great Britain respecting the right of search, now so happily terminated, could never have arisen if Cuba had not afforded a market for slaves. As long as this market shall remain open, there can be no hope for the civilization of benighted Africa. Whilst the demand for slaves continues in Cuba, wars will be waged among the petty and barbarous chiefs in Africa for the purpose of seizing subjects to supply this trade. In such a condition of affairs, it is impossible that the light of civilization and religion can ever penetrate these dark abodes.

It has been made known to the world by my predecessors that the United States have, on several occasions, endeavored to acquire Cuba from Spain by honorable negotiation. If this were accomplished, the last relic of the African slave trade would instantly disappear. We would not, if we could, acquire Cuba in any other manner. This is due to our national character. All the territory which we have acquired since the origin of the government has been by fair purchase from France, Spain, and Mexico, or by the free and voluntary act of the independent State of Texas in blending her destinies with our own. This course we shall ever pursue, unless circumstances should occur, which we do not now anticipate, rendering a departure from it clearly justifiable, under the imperative and overruling law of self-preservation.

The island of Cuba, from its geographical position, commands the mouth of the Mississippi, and the immense and annually increasing trade, foreign and coastwise, from the valley of that noble river, now embracing half the sovereign States of the Union. With that island under the dominion of a distant foreign power, this trade, of vital importance to these States, is exposed to the danger of being destroyed in time of war, and it has hitherto been subjected to perpetual injury and annoyance in time of peace. Our relations with Spain, which ought to be of the most friendly character, must always be placed in jeopardy, whilst the existing colonial government over the island shall remain in its present condition.

Whilst the possession of the island would be of vast importance to the United States, its value to Spain is, comparatively, unimportant. Such was the relative situation of the parties when the great Napoleon transferred Louisiana to the United States. Jealous, as he ever was, of the national honor and interests of France, no person throughout the world has imputed blame to him for accepting a pecuniary equivalent for this cession.

The publicity which has been given to our former negotiations upon this subject, and the large appropriation which may be required to effect the purpose, render it expedient, before making another attempt to renew the negotiation, that I should lay the whole subject before Congress. This is especially necessary, as it may become indispensable to success, that I should be intrusted with the means of making an advance to the Spanish government immediately after the signing of the treaty, without awaiting the ratification of it by the Senate. I am encouraged to make this suggestion by the example of Mr. Jefferson, previous to the purchase of Louisiana from France, and by that of Mr. Polk, in view of the acquisition of territory from Mexico. I

refer the whole subject to Congress, and commend it to their careful consideration.

I repeat the recommendation made in my message of December last in favor of an appropriation "to be paid to the Spanish government for the purpose of distribution among the claimants in the Amistad case." President Polk first made a similar recommendation in December, 1847, and it was repeated by my immediate predecessor in December, 1853. I entertain no doubt that indemnity is fairly due to these claimants under our treaty with Spain of October 27, 1795; and whilst demanding justice we ought to do justice. An appropriation promptly made for this purpose could not fail to exert a favorable influence on our negotiations with Spain.

Our position in relation to the independent States south of us on this continent, and especially those within the limits of North America, is of a peculiar character. The northern boundary of Mexico is coincident with our own southern boundary from ocean to ocean, and we must necessarily feel a deep interest in all that concerns the well being and the fate of so near a neighbor. We have always cherished the kindest wishes for the success of that republic, and have indulged the hope that it might at last, after all its trials, enjoy peace and prosperity under a free and stable government. We have never hitherto interfered, directly or indirectly, with its internal affairs, and it is a duty which we owe to ourselves to protect the integrity of its territory against the hostile interference of any other power. Our geographical position, our direct interest in all that concerns Mexico, and our well-settled policy in regard to the North American continent, render this an indispensable duty.

Mexico has been in a state of constant revolution almost ever since it achieved its independence. One military leader after another has usurped the government in rapid succession; and the various constitutions from time to time adopted have been set at naught almost as soon as they were proclaimed. The successive governments have afforded no adequate protection, either to Mexican citizens or foreign residents, against lawless violence. Heretofore, a seizure of the capital by a military chieftain has been generally followed by at least the nominal submission of the country to his rule for a brief period; but not so at the present crisis of Mexican affairs. A civil war has been raging for some time throughout the republic between the central government at the city of Mexico, which has endeavored to subvert the constitution last framed by military power, and those who maintain the authority of that constitution. The antagonist parties each hold possession of different States of the republic, and the fortunes of the war are constantly changing. Meanwhile the most reprehensible means have been employed by both parties to extort money from foreigners, as well as natives, to carry on this ruinous contest. The truth is, that this fine country, blessed with a productive soil and a benign climate, has been reduced by civil dissension to a condition of almost hopeless anarchy and imbecility. It would be vain for this government to attempt to enforce payment in money of the claims of American citizens, now amounting to more than ten million dollars, against Mexico, because she is destitute of all pecuniary means to satisfy these demands.

Our late minister was furnished with ample powers and instructions for the adjustment of all pending questions with the central government of Mexico, and he performed his duty with zeal and ability. The claims of our citizens, some of them arising out of the violation of an express provision of the treaty of Guadalupe Hidalgo, and others from gross injuries to persons as well as property, have remained unredressed, and even unnoticed. Remonstrances against these grievances have been addressed, without effect, to that government. Meantime, in various parts of the republic, instances have been numerous of the murder, imprisonment, and plunder of our citizens by different parties claiming and exercising a local jurisdiction; but the central government, although repeatedly urged thereto, have made no effort either to punish the authors of these outrages or to prevent their recurrence. No American citizen can now visit Mexico on lawful business without imminent danger to his person and property. There is no adequate protection to either; and in this respect our treaty with that republic is almost a dead letter.

This state of affairs was brought to a crisis in May last by the promulgation of a decree levying a contribution *pro rata* upon all the capital in the republic, between certain specified amounts, whether held by Mexicans or foreigners. Mr. Forsyth, regarding this decree in the light of a "forced loan," formally protested against its application to his countrymen, and advised them not to pay the contribution, but to suffer it to be forcibly exacted. Acting upon this advice an American citizen refused to pay the contribution, and his property was seized by armed men to satisfy the amount. Not content with this, the government proceeded still further and issued a decree banishing him from the country. Our minister immediately notified them that, if this decree should be carried into execution, he would feel it to be his duty to adopt "the most decided measures that belong to the powers and obligations of the representative office." Notwithstanding this warning, the banishment was enforced, and Mr. Forsyth promptly announced to the government the suspension of the political relations of his legation with them, until the pleasure of his own government should be ascertained.

This government did not regard the contribution imposed by the decree of the 15th May last to be in strictness a "forced loan," and as such prohibited by the 10th article of the treaty of 1826 between Great Britain and Mexico, to the benefits of which American citizens are entitled by treaty; yet the imposition of the contribution upon foreigners was considered an unjust and oppressive measure. Besides, internal factions in other parts of the republic were at the same time levying similar exactions upon the property of our citizens and interrupting their commerce. There had been an entire failure on the part of our minister to secure redress for the wrongs which our citizens had endured, notwithstanding his persevering efforts. And from the temper manifested by the Mexican government he had repeatedly assured us that no favorable change could be expected until the United States should "give striking evidence of their will and power to protect their citizens," and that "severe chastening is the only earthly remedy for our grievances." From this statement of facts, it would have been

worse than idle to direct Mr. Forsyth to retrace his steps and resume diplomatic relations with that government; and it was therefore deemed proper to sanction his withdrawal of the legation from the city of Mexico.

Abundant cause now undoubtedly exists for a resort to hostilities against the government still holding possession of the capital. Should they succeed in subduing the constitutional forces all reasonable hope will then have expired of a peaceful settlement of our difficulties.

On the other hand, should the constitutional party prevail and their authority be established over the republic, there is reason to hope that they will be animated by a less unfriendly spirit, and may grant that redress to American citizens which justice requires, so far as they may possess the means. But for this expectation I should at once have recommended to Congress to grant the necessary power to the President to take possession of a sufficient portion of the remote and unsettled territory of Mexico, to be held in pledge until our injuries shall be redressed and our just demands be satisfied. We have already exhausted every milder means of obtaining justice. In such a case this remedy of reprisals is recognised by the law of nations, not only as just in itself, but as a means of preventing actual war.

But there is another view of our relations with Mexico, arising from the unhappy condition of affairs along our southwestern frontier, which demands immediate action. In that remote region, where there are but few white inhabitants, large bands of hostile and predatory Indians roam promiscuously over the Mexican States of Chihuahua and Sonora, and our adjoining Territories. The local governments of these States are perfectly helpless, and are kept in a state of constant alarm by the Indians. They have not the power, if they possessed the will, even to restrain lawless Mexicans from passing the border and committing depredations on our remote settlers. A state of anarchy and violence prevails throughout that distant frontier. The laws are a dead letter, and life and property wholly insecure. For this reason the settlement of Arizona is arrested, whilst it is of great importance that a chain of inhabitants should extend all along its southern border, sufficient for their own protection and that of the United States mail passing to and from California. Well-founded apprehensions are now entertained, that the Indians, and wandering Mexicans equally lawless, may break up the important stage and postal communication recently established between our Atlantic and Pacific possessions. This passes very near to the Mexican boundary throughout the whole length of Arizona. I can imagine no possible remedy for these evils, and no mode of restoring law and order on that remote and unsettled frontier, but for the government of the United States to assume a temporary protectorate over the northern portions of Chihuahua and Sonora, and to establish military posts within the same—and this I earnestly recommend to Congress. This protection may be withdrawn as soon as local governments shall be established in these Mexican States, capable of performing their duties to the United States, restraining the lawless, and preserving peace along the border.

I do not doubt that this measure will be viewed in a friendly spirit by the governments and people of Chihuahua and Sonora, as it will

prove equally effectual for the protection of their citizens on that remote and lawless frontier, as for citizens of the United States.

And, in this connexion, permit me to recall your attention to the condition of Arizona. The population of that Territory, numbering, as is alleged, more than ten thousand souls, are practically without a government, without laws, and without any regular administration of justice. Murder and other crimes are committed with impunity. This state of things calls loudly for redress, and I therefore repeat my recommendation for the establishment of a territorial government over Arizona.

The political condition of the narrow isthmus of Central America, through which transit routes pass between the Atlantic and Pacific oceans, presents a subject of deep interest to all commercial nations. It is over these transits that a large proportion of the trade and travel between the European and Asiatic continents is destined to pass. To the United States these routes are of incalculable importance as a means of communication between their Atlantic and Pacific possessions. The latter now extend throughout seventeen degrees of latitude on the Pacific coast, embracing the important State of California and the flourishing Territories of Oregon and Washington. All commercial nations, therefore, have a deep and direct interest that these communications shall be rendered secure from interruption. If an arm of the sea connecting the two oceans penetrated through Nicaragua and Costa Rica, it could not be pretended that these States would have the right to arrest or retard its navigation, to the injury of other nations. The transit by land over this narrow isthmus occupies nearly the same position. It is a highway in which they themselves have little interest when compared with the vast interests of the rest of the world. Whilst their rights of sovereignty ought to be respected, it is the duty of other nations to require that this important passage shall not be interrupted by the civil wars and revolutionary outbreaks which have so frequently occurred in that region. The stake is too important to be left at the mercy of rival companies claiming to hold conflicting contracts with Nicaragua. The commerce of other nations is not to stand still and await the adjustment of such petty controversies. The government of the United States expect no more than this, and they will not be satisfied with less. They would not, if they could, derive any advantage from the Nicaragua transit not common to the rest of the world. Its neutrality and protection for the common use of all nations is their only object. They have no objection that Nicaragua shall demand and receive a fair compensation from the companies and individuals who may traverse the route; but they insist that it shall never hereafter be closed by an arbitrary decree of that government. If disputes arise between it and those with whom they may have entered into contracts, these must be adjusted by some fair tribunal provided for the purpose, and the route must not be closed pending the controversy. This is our whole policy, and it cannot fail to be acceptable to other nations.

All these difficulties might be avoided, if, consistently with the good faith of Nicaragua, the use of this transit could be thrown open to general competition; providing at the same time for the payment of

a reasonable rate to the Nicaraguan government on passengers and freight.

In August, 1852, the Accessory Transit Company made its first interoceanic trip over the Nicaraguan route, and continued in successful operation with great advantage to the public, until the 18th February, 1856, when it was closed, and the grant to this company as well as its charter, were summarily and arbitrarily revoked by the government of President Rivas. Previous to this date, however, in 1854, serious disputes concerning the settlement of their accounts had arisen between the company and the government, threatening the interruption of the route at any moment. These the United States in vain endeavored to compose. It would be useless to narrate the various proceedings which took place between the parties up till the time when the transit was discontinued. Suffice it to say that, since February, 1856, it has remained closed, greatly to the prejudice of citizens of the United States. Since that time the competition has ceased between the rival routes of Panama and Nicaragua, and in consequence thereof, an unjust and unreasonable amount has been exacted from our citizens for their passage to and from California.

A treaty was signed on the 16th day of November, 1857, by the Secretary of State and minister of Nicaragua, under the stipulations of which the use and protection of the transit route would have been secured not only to the United States, but equally to all other nations. How, and on what pretext this treaty has failed to receive the ratification of the Nicaraguan government, will appear by the papers herewith communicated from the State Department. The principal objection seems to have been to the provision authorizing the United States to employ force to keep the route open, in case Nicaragua should fail to perform her duty in this respect. From the feebleness of that republic, its frequent changes of government, and its constant internal dissensions this had become a most important stipulation, and one essentially necessary not only for the security of the route, but for the safety of American citizens passing and repassing to and from our Pacific possessions. Were such a stipulation embraced in a treaty between the United States and Nicaragua, the knowledge of this fact would of itself most probably prevent hostile parties from committing aggressions on the route, and render our actual interference for its protection unnecessary.

The Executive government of this country, in its intercourse with foreign nations, is limited to the employment of diplomacy alone. When this fails it can proceed no further. It cannot legitimately resort to force without the direct authority of Congress, except in resisting and repelling hostile attacks. It would have no authority to enter the territories of Nicaragua, even to prevent the destruction of the transit, and protect the lives and property of our own citizens on their passage. It is true, that on a sudden emergency of this character, the President would direct any armed force in the vicinity to march to their relief; but in doing this he would act upon his own responsibility.

Under these circumstances, I earnestly recommend to Congress the passage of an act authorizing the President, under such restrictions as they may deem proper, to employ the land and naval forces of the

United States in preventing the transit from being obstructed or closed by lawless violence, and in protecting the lives and property of American citizens travelling thereupon, requiring at the same time that these forces shall be withdrawn the moment the danger shall have passed away. Without such a provision our citizens will be constantly exposed to interruption in their progress, and to lawless violence.

A similar necessity exists for the passage of such an act for the protection of the Panama and Tehuantepec routes.

In reference to the Panama route, the United States, by their existing treaty with New Granada, expressly guaranty the neutrality of the isthmus, "with the view that the free transit from the one to the other sea may not be interrupted or embarrassed in any future time while this treaty exists."

In regard to the Tehuantepec route, which has been recently opened under the most favorable auspices, our treaty with Mexico of the 30th December, 1853, secures to the citizens of the United States a right of transit over it for their persons and merchandise, and stipulates that neither government shall "interpose any obstacle" thereto. It also concedes to the United States the "right to transport across the isthmus, in closed bags, the mails of the United States not intended for distribution along the line of the communication; also, the effects of the United States government and its citizens which may be intended for transit, and not for distribution on the isthmus, free of custom-house or other charges by the Mexican government."

These treaty stipulations with New Granada and Mexico, in addition to the considerations applicable to the Nicaragua route, seem to require legislation for the purpose of carrying them into effect.

The injuries which have been inflicted upon our citizens in Costa Rica and Nicaragua, during the last two or three years, have received the prompt attention of this government. Some of these injuries were of the most aggravated character. The transaction at Virgin Bay, in April, 1856, when a company of unarmed Americans, who were in no way connected with any belligerent conduct or party, were fired upon by the troops of Costa Rica, and numbers of them killed and wounded, was brought to the knowledge of Congress by my predecessor soon after its occurrence, and was also presented to the government of Costa Rica for that immediate investigation and redress which the nature of the case demanded. A similar course was pursued with reference to other outrages in these countries, some of which were hardly less aggravated in their character than the transaction at Virgin Bay. At the time, however, when our present minister to Nicaragua was appointed, in December, 1857, no redress had been obtained for any of these wrongs, and no reply even had been received to the demands which had been made by this government upon that of Costa Rica more than a year before. Our minister was instructed, therefore, to lose no time in expressing to those governments the deep regret with which the President had witnessed this inattention to the just claims of the United States, and in demanding their prompt and satisfactory adjustment. Unless this demand shall be complied with at an early day, it will only remain for this government to adopt such other measures as may be neces-

sary, in order to obtain for itself that justice which it has in vain attempted to secure by peaceful means from the governments of Nicaragua and Costa Rica. While it has shown, and will continue to show, the most sincere regard for the rights and honor of these republics, it cannot permit this regard to be met by an utter neglect on their part, of what is due to the government and citizens of the United States.

Against New Granada we have long standing causes of complaint, arising out of the unsatisfied claims of our citizens upon that republic; and to these have been more recently added the outrages committed upon our citizens at Panama in April, 1856. A treaty for the adjustment of these difficulties was concluded by the Secretary of State and the minister of New Granada, in September, 1857, which contained just and acceptable provisions for that purpose. This treaty was transmitted to Bogota, and was ratified by the government of New Granada, but with certain amendments. It was not, however, returned to this city until after the close of the last session of the Senate. It will be immediately transmitted to that body for their advice and consent; and should this be obtained, it will remove all our existing causes of complaint against New Granada on the subject of claims.

Questions have arisen between the two governments, as to the right of New Granada to levy a tonnage duty upon the vessels of the United States in its ports of the isthmus, and to levy a passenger tax upon our citizens arriving in that country, whether with a design to remain there or to pass from ocean to ocean by the transit route; and also a tax upon the mail of the United States transported over the Panama railroad. The government of New Granada has been informed, that the United States would consider the collection of either of these taxes, as an act in violation of the treaty between the two countries, and as such would be resisted by the United States. At the same time, we are prepared to discuss these questions in a spirit of amity and justice, and with a sincere desire to adjust them in a satisfactory manner. A negotiation for that purpose has already been commenced. No effort has recently been made to collect these taxes, nor is any anticipated under present circumstances.

With the empire of Brazil our relations are of the most friendly character. The productions of the two countries, and especially those of an agricultural nature, are such as to invite extensive mutual exchanges. A large quantity of American flour is consumed in Brazil, whilst more than treble the amount in value of Brazilian coffee is consumed in the United States. Whilst this is the case, a heavy duty has been levied, until very recently, upon the importation of American flour into Brazil. I am gratified, however, to be able to inform you that in September last this has been reduced from \$1 32 to about forty-nine cents per barrel, and the duties on other articles of our production have been diminished in nearly the same proportion.

I regret to state that the government of Brazil still continues to levy an export duty of about 11 per cent. on coffee, notwithstanding this article is admitted free from duty in the United States. This is a heavy charge upon the consumers of coffee in our country, as we purchase half of the entire surplus crop of that article raised in

Brazil. Our minister, under instructions, will reiterate his efforts to have this export duty removed; and it is hoped that the enlightened government of the Emperor will adopt this wise, just, and equal policy. In that event, there is good reason to believe that the commerce between the two countries will greatly increase, much to the advantage of both.

The claims of our citizens against the government of Brazil are not in the aggregate, of very large amount; but some of these rest upon plain principles of justice, and their settlement ought not to be longer delayed. A renewed and earnest, and I trust a successful effort will be made by our minister to procure their final adjustment.

On the 2d of June last, Congress passed a joint resolution authorizing the President "to adopt such measures and use such force as, in his judgment, may be necessary and advisable" "for the purpose of adjusting the differences between the United States and the republic of Paraguay, in connexion with the attack on the United States steamer *Water Witch*, and with other measures referred to" in his annual message. And on the 12th of July following, they made an appropriation to defray the expenses and compensation of a commissioner to that republic, should the President deem it proper to make such an appointment.

In compliance with these enactments, I have appointed a commissioner, who has proceeded to Paraguay, with full powers and instructions to settle these differences in an amicable and peaceful manner, if this be practicable. His experience and discretion justify the hope that he may prove successful in convincing the Paraguayan government that it is due both to honor and justice, that they should voluntarily and promptly make atonement for the wrongs which they have committed against the United States, and indemnify our injured citizens whom they have forcibly despoiled of their property.

Should our commissioner prove unsuccessful, after a sincere and earnest effort to accomplish the object of his mission, then no alternative will remain but the employment of force to obtain "just satisfaction" from Paraguay. In view of this contingency, the Secretary of the Navy, under my direction, has fitted out and despatched a naval force, to rendezvous near Buenos Ayres, which, it is believed, will prove sufficient for the occasion. It is my earnest desire, however, that it may not be found necessary to resort to this last alternative.

When Congress met in December last, the business of the country had just been crushed by one of those periodical revulsions which are the inevitable consequence of our unsound and extravagant system of bank credits and inflated currency. With all the elements of national wealth in abundance, our manufactures were suspended, our useful public and private enterprises were arrested, and thousands of laborers were deprived of employment and reduced to want. Universal distress prevailed among the commercial, manufacturing, and mechanical classes. This revulsion was felt the more severely in the United States, because similar causes had produced the like deplorable effects throughout the commercial nations of Europe. All were experiencing sad reverses at the same moment. Our manufacturers everywhere suffered severely, not because of the recent reduction in the tariff of

duties on imports, but because there was no demand at any price for their productions. The people were obliged to restrict themselves in their purchases, to articles of prime necessity. In the general prostration of business the iron manufacturers in different States probably suffered more than any other class, and much destitution was the inevitable consequence among the great number of workmen who had been employed in this useful branch of industry. There could be no supply where there was no demand. To present an example, there could be no demand for railroad iron, after our magnificent system of railroads, extending its benefits to every portion of the Union, had been brought to a dead pause. The same consequences have resulted from similar causes to many other branches of useful manufactures. It is self-evident that where there is no ability to purchase manufactured articles, these cannot be sold, and consequently must cease to be produced.

No government, and especially a government of such limited powers as that of the United States, could have prevented the late revolution. The whole commercial world seemed for years to have been rushing to this catastrophe. The same ruinous consequences would have followed in the United States, whether the duties upon foreign imports had remained as they were under the tariff of 1846, or had been raised to a much higher standard. The tariff of 1857 had no agency in the result. The general causes existing throughout the world, could not have been controlled by the legislation of any particular country.

The periodical revulsions which have existed in our past history, must continue to return at intervals, so long as our present unbounded system of bank credits shall prevail. They will, however, probably be the less severe in future; because it is not to be expected, at least for many years to come, that the commercial nations of Europe, with whose interests our own are so materially involved, will expose themselves to similar calamities. But this subject was treated so much at large in my last annual message that I shall not now pursue it further. Still, I respectfully renew the recommendation in favor of the passage of a uniform bankrupt law, applicable to banking institutions. This is all the direct power over the subject which, I believe, the federal government possesses. Such a law would mitigate, though it might not prevent the evil. The instinct of self-preservation might produce a wholesome restraint upon their banking business, if they knew in advance that a suspension of specie payments would inevitably produce their civil death.

But the effects of the revulsion are now slowly but surely passing away. The energy and enterprise of our citizens with our unbounded resources, will, within the period of another year, restore a state of wholesome industry and trade. Capital has again accumulated in our large cities. The rate of interest is there very low. Confidence is gradually reviving, and so soon as it is discovered that this capital can be profitably employed in commercial and manufacturing enterprises, and in the construction of railroads and other works of public and private improvement, prosperity will again smile throughout the land. It is vain, however, to disguise the fact from ourselves, that a specu-

lative inflation of our currency, without a corresponding inflation in other countries whose manufactures come into competition with our own, must ever produce disastrous results to our domestic manufactures. No tariff short of absolute prohibition can prevent these evil consequences.

In connexion with this subject, it is proper to refer to our financial condition. The same causes which have produced pecuniary distress throughout the country, have so reduced the amount of imports from foreign countries, that the revenue has proved inadequate to meet the necessary expenses of the government. To supply the deficiency, Congress, by the act of December 23, 1857, authorized the issue of \$20,000,000 of Treasury notes; and this proving inadequate, they authorized, by the act of June 14, 1858, a loan of \$20,000,000 "to be applied to the payment of appropriations made by law."

No statesman would advise that we should go on increasing the national debt to meet the ordinary expenses of the government. This would be a most ruinous policy. In case of war our credit must be our chief resource, at least for the first year, and this would be greatly impaired by having contracted a large debt in time of peace. It is our true policy to increase our revenue so as to equal our expenditures. It would be ruinous to continue to borrow. Besides it may be proper to observe that the incidental protection thus afforded by a revenue tariff would at the present moment, to some extent, increase the confidence of the manufacturing interests, and give a fresh impulse to our reviving business. To this surely no person will object.

In regard to the mode of assessing and collecting duties under a strictly revenue tariff, I have long entertained and often expressed the opinion that sound policy requires this should be done by specific duties, in cases to which these can be properly applied. They are well adapted to commodities which are usually sold by weight or by measure, and which from their nature, are of equal or of nearly equal value. Such, for example, are the articles of iron of different classes, raw sugar, and foreign wines and spirits.

In my deliberate judgment, specific duties are the best, if not the only means of securing the revenue against false and fraudulent invoices, and such has been the practice adopted for this purpose by other commercial nations. Besides, specific duties would afford to the American manufacturer the incidental advantages to which he is fairly entitled under a revenue tariff. The present system is a sliding scale to his disadvantage. Under it, when prices are high and business prosperous, the duties rise in amount when he least requires their aid. On the contrary, when prices fall and he is struggling against adversity, the duties are diminished in the same proportion, greatly to his injury.

Neither would there be danger that a higher rate of duty than that intended by Congress, could be levied in the form of specific duties. It would be easy to ascertain the average value of any imported article for a series of years; and, instead of subjecting it to an *ad valorem* duty at a certain rate per centum, to substitute in its place an equivalent specific duty.

By such an arrangement the consumer would not be injured. It is

true, he might have to pay a little more duty on a given article in one year; but if so, he would pay a little less in another, and in a series of years these would counterbalance each other, and amount to the same thing so far as his interest is concerned. This inconvenience would be trifling when contrasted with the additional security thus afforded against frauds upon the revenue, in which every consumer is directly interested.

I have thrown out these suggestions as the fruit of my own observation, to which Congress, in their better judgment, will give such weight as they may justly deserve.

The report of the Secretary of the Treasury will explain in detail the operations of that department of the government. The receipts into the treasury from all sources during the fiscal year ending June 30, 1858, including the treasury notes authorized by the act of December 23, 1857, were seventy million two hundred and seventy-three thousand eight hundred and sixty-nine dollars and fifty-nine cents, (\$70,273,869 59,) which amount, with the balance of seventeen million seven hundred and ten thousand one hundred and fourteen dollars and twenty-seven cents (\$17,710,114 27) remaining in the treasury at the commencement of the year, made an aggregate for the service of the year of eighty-seven million nine hundred and eighty-three thousand nine hundred and eighty-three dollars, and eighty-six cents, (\$87,983,983 86)

The public expenditures during the fiscal year ending June 30, 1858, amounted to eighty-one million five hundred and eight-five thousand six hundred and sixty-seven dollars and seventy-six cents, (\$81,585,667 76,) of which nine million six hundred and eight-four thousand five hundred and thirty-seven dollars and ninety-nine cents (\$9,684,537 99) were applied to the payment of the public debt, and the redemption of treasury notes with the interest thereon, leaving in the treasury on July 1, 1858, being the commencement of the present fiscal year, six million three hundred and ninety-eight thousand three hundred and sixteen dollars and ten cents, (\$6,398,316 10.)

The receipts into the treasury, during the first quarter of the present fiscal year, commencing the 1st of July, 1858, including one-half of the loan of twenty million dollars, with the premium upon it, authorized by the act of June 14, 1858, were twenty-five million two hundred and thirty thousand eight hundred and seventy-nine dollars and forty-six cents, (\$25,230,879 46,) and the estimated receipts for the remaining three quarters to the 30th of June, 1859, from ordinary sources, are thirty-eight million five hundred thousand dollars, (\$38,500,000,) making with the balance before stated an aggregate of seventy million one hundred and twenty-nine thousand one hundred and ninety-five dollars and fifty-six cents, (\$70,129,195 56.)

The expenditures, during the first quarter of the present fiscal year, were twenty-one million seven hundred and eight thousand one hundred and ninety-eight dollars and fifty-one cents, (\$21,708,198 51;) of which one million and ten thousand one hundred and forty-two dollars and thirty-seven cents (\$1,010,142 37) were applied to the payment of the public debt and the redemption of treasury notes and the interest thereon. The estimated expenditures, during the re-

maining three quarters to June 30, 1859, are fifty-two million three hundred and fifty-seven thousand six hundred and ninety-eight dollars and forty-eight cents, (\$52,357,698 48,) making an aggregate of seventy-four million sixty-five thousand eight hundred and ninety-six dollars and ninety-nine cents, (\$74,065,896 99,) being an excess of expenditure, beyond the estimated receipts into the treasury from ordinary sources, during the fiscal year to the 30th of June, 1859, of three million nine hundred and thirty-six thousand seven hundred and one dollars and forty-three cents, (\$3,936,701 43.) Extraordinary means are placed by law within the command of the Secretary of the Treasury, by the reissue of treasury notes redeemed, and by negotiating the balance of the loan authorized by the act of June 14, 1858, to the extent of eleven millions of dollars, which, if realized during the present fiscal year, will leave a balance in the treasury, on the first day of July, 1859, of seven million sixty-three thousand two hundred and ninety-eight dollars and fifty-seven cents, (\$7,063,298 57.)

The estimated receipts during the next fiscal year ending June 30, 1860, are sixty-two millions of dollars, (\$62,000,000) which, with the above estimated balance of seven million sixty-three thousand two hundred and ninety-eight dollars and fifty-seven cents, (\$7,063,298 57,) make an aggregate for the service of the next fiscal year of sixty-nine million sixty-three thousand two hundred and ninety-eight dollars and fifty-seven cents, (\$69,063,298 57.) The estimated expenditures during the next fiscal year ending June 30, 1860, are seventy-three million one hundred and thirty-nine thousand one hundred and forty-seven dollars and forty-six cents, (\$73,139,147 46,) which leave a deficit of estimated means, compared with the estimated expenditures for that year, commencing on July 1, 1859, of four million seventy-five thousand eight hundred and forty-eight dollars and eighty-nine cents, (\$4,075,848 89.)

In addition to this sum, the Postmaster General will require from the treasury, for the service of the Post Office Department, three million eight hundred and thirty-eight thousand seven hundred and twenty-eight dollars, (\$3,838,728,) as explained in the report of the Secretary of the Treasury, which will increase the estimated deficit on June 30, 1860, to seven million nine hundred and fourteen thousand five hundred and seventy-six dollars and eighty-nine cents, (\$7,914,576 89.) To provide for the payment of this estimated deficiency, which will be increased by such appropriations as may be made by Congress, not estimated for in the report of the Treasury Department, as well as to provide for the gradual redemption, from year to year, of the outstanding treasury notes, the Secretary of the Treasury recommends such a revision of the present tariff as will raise the required amount. After what I have already said, I need scarcely add that I concur in the opinion expressed in his report—that the public debt should not be increased by an additional loan—and would therefore strongly urge upon Congress the duty of making, at their present session, the necessary provision for meeting these liabilities.

The public debt on July 1, 1858, the commencement of the present fiscal year, was \$25,155,977 66.

During the first quarter of the present year the sum of \$10,000,000

has been negotiated of the loan authorized by the act of June 14, 1858—making the present outstanding public debt, exclusive of treasury notes, \$35,155,977 66. There was, on the 1st of July, 1858, of treasury notes issued by authority of the act of December 23, 1857, unredeemed, the sum of \$19,754,800, making the amount of actual indebtedness at that date \$54,910,777 66. To this will be added \$10,000,000 during the present fiscal year—this being the remaining half of the loan of \$20,000,000 not yet negotiated.

The rapid increase of the public debt, and the necessity which exists for a modification of the tariff, to meet even the ordinary expenses of the government, ought to admonish us all, in our respective spheres of duty, to the practice of rigid economy. The objects of expenditure should be limited in number, as far as this may be practicable, and the appropriations necessary to carry them into effect ought to be disbursed under the strictest accountability. Enlightened economy does not consist in the refusal to appropriate money for constitutional purposes essential to the defence, progress, and prosperity of the republic, but in taking care that none of this money shall be wasted by mismanagement in its application to the objects designated by law.

Comparisons between the annual expenditure at the present time and what it was ten or twenty years ago are altogether fallacious. The rapid increase of our country in extent and population renders a corresponding increase of expenditure, to some extent, unavoidable. This is constantly creating new objects of expenditure and augmenting the amount required for the old. The true questions, then, are, have these objects been unnecessarily multiplied? or has the amount expended upon any or all of them been larger than comports with due economy? In accordance with these principles, the heads of the different Executive departments of the government have been instructed to reduce their estimates for the next fiscal year to the lowest standard consistent with the efficiency of the service, and this duty they have performed in a spirit of just economy. The estimates of the Treasury, War, Navy, and Interior Departments, have each been in some degree reduced; and unless a sudden and unforeseen emergency should arise, it is not anticipated that a deficiency will exist in either within the present or the next fiscal year. The Post Office Department is placed in a peculiar position, different from the other departments, and to this I shall hereafter refer.

I invite Congress to institute a rigid scrutiny to ascertain whether the expenses in all the departments cannot be still further reduced; and I promise them all the aid in my power in pursuing the investigation.

I transmit herewith the reports made to me by the Secretaries of War, of the Navy, of the Interior, and of the Postmaster General. They each contain valuable information and important recommendations, to which I invite the attention of Congress.

In my last annual message, I took occasion to recommend the immediate construction of ten small steamers, of light draught, for the purpose of increasing the efficiency of the navy. Congress responded to the recommendation by authorizing the construction of eight of them.

The progress which has been made in executing this authority is stated in the report of the Secretary of the Navy. I concur with him in the opinion that a greater number of this class of vessels is necessary, for the purpose of protecting in a more efficient manner the persons and property of American citizens on the high seas and in foreign countries, as well as in guarding more effectually our own coasts. I accordingly recommend the passage of an act for this purpose.

The suggestions contained in the report of the Secretary of the Interior, especially those in regard to the disposition of the public domain, the pension and bounty land system, the policy towards the Indians, and the amendment of our patent laws, are worthy of the serious consideration of Congress.

The Post Office Department occupies a position very different from that of the other departments. For many years it was the policy of the government to render this a self-sustaining department; and if this cannot now be accomplished, in the present condition of the country, we ought to make as near an approach to it as may be practicable.

The Postmaster General is placed in a most embarrassing position by the existing laws. He is obliged to carry these into effect. He has no other alternative. He finds, however, that this cannot be done without heavy demands upon the treasury over and above what is received for postage; and these have been progressively increasing from year to year until they amounted for the last fiscal year, ending on the 30th of June, 1858, to more than four millions and a half of dollars; whilst it is estimated that for the present fiscal year they will amount to \$6,290,000. These sums are exclusive of the annual appropriation of \$700,000 for "compensation for the mail service performed for the two houses of Congress and the other departments and officers of the government in the transmission of free matter."

The cause of these large deficits is mainly attributable to the increased expense of transporting the mails. In 1852 the sum paid for this service was but a fraction above four millions and a quarter. Since that year it has annually increased until in 1858 it has reached more than eight millions and a quarter; and for the service of 1859 it is estimated that it will amount to more than ten millions of dollars.

The receipts of the Post Office Department can be made to approach or to equal its expenditure only by means of the legislation of Congress. In applying any remedy care should be taken that the people shall not be deprived of the advantages which they are fairly entitled to enjoy from the Post Office Department. The principal remedies recommended to the consideration of Congress by the Postmaster General, are to restore the former rate of postage upon single letters to five cents; to substitute for the franking privilege the delivery, to those now entitled to enjoy it, of post office stamps for their correspondence, and to direct the department in making contracts for the transportation of the mail, to confine itself to the payment of the sum necessary for this single purpose, without requiring it to be transported in post coaches or carriages of any particular description. Under the present system the expense to the Government is greatly

increased, by requiring that the mail shall be carried in such vehicles as will accommodate passengers. This will be done, without pay from the department, over all roads where the travel will remunerate the contractors.

These recommendations deserve the grave consideration of Congress.

I would again call your attention to the construction of a Pacific railroad. Time and reflection have but served to confirm me in the truth and justice of the observations which I made on this subject in my last annual message, to which I beg leave respectfully to refer.

It is freely admitted that it would be inexpedient for this government to exercise the power of constructing the Pacific railroad by its own immediate agents. Such a policy would increase the patronage of the Executive to a dangerous extent, and introduce a system of jobbing and corruption which no vigilance on the part of federal officials could either prevent or detect. This can only be done by the keen eye and active and careful supervision of individual and private interest. The construction of this road ought, therefore, to be committed to companies incorporated by the States, or other agencies whose pecuniary interests would be directly involved. Congress might then assist them in the work by grants of land or of money, or both, under such conditions and restrictions as would secure the transportation of troops and munitions of war free from any charge, and that of the United States mail at a fair and reasonable price.

The progress of events since the commencement of your last session has shown how soon difficulties disappear before a firm and determined resolution. At that time such a road was deemed by wise and patriotic men to be a visionary project. The great distance to be overcome, and the intervening mountains and deserts in the way, were obstacles which, in the opinion of many, could not be surmounted. Now, after the lapse of but a single year, these obstacles, it has been discovered, are far less formidable than they were supposed to be; and mail stages with passengers, now pass and repass regularly twice in each week, by a common wagon road, between San Francisco and St. Louis and Memphis, in less than twenty-five days. The service has been as regularly performed as it was in former years, between New York and this city.

Whilst disclaiming all authority to appropriate money for the construction of this road, except that derived from the war-making power of the Constitution, there are important collateral considerations urging us to undertake the work as speedily as possible.

The first and most momentous of these is that such a road would be a powerful bond of union between the States east and west of the Rocky mountains. This is so self-evident as to require no illustration.

But again, in a commercial point of view, I consider this the great question of the day. With the eastern front of our republic stretching along the Atlantic, and its western front along the Pacific, if all the parts should be united by a safe, easy, and rapid intercommunication, we must necessarily command a very large proportion of the trade both of Europe and Asia. Our recent treaties with China and Japan will open these rich and populous empires to our commerce; and the history of the world proves that the nation which has gained pos-

session of the trade with Eastern Asia, has always become wealthy and powerful. The peculiar geographical position of California and our Pacific possessions, invites American capital and enterprise into this fruitful field. To reap the rich harvest, however, it is an indispensable prerequisite, that we shall first have a railroad to convey and circulate its products throughout every portion of the Union. Besides, such a railroad through our temperate latitude, which would not be impeded by the frosts and snows of winter, nor by the tropical heats of summer, would attract to itself much of the travel and the trade of all nations passing between Europe and Asia.

On the 21st of August last, Lieutenant J. N. Maffit, of the United States brig *Dolphin*, captured the slaver "Echo," (formerly the *Putnam*, of New Orleans,) near Kay Verde, on the coast of Cuba, with more than three hundred African negroes on board. The prize, under the command of Lieutenant Bradford of the United States navy, arrived at Charleston on the 27th August; when the negroes, three hundred and six in number, were delivered into the custody of the United States marshal for the district of South Carolina. They were first placed in Castle Pinckney, and afterwards in Fort Sumpter, for safe-keeping, and were detained there until the 19th September, when the survivors, two hundred and seventy-one in number, were delivered on board the United States steamer *Niagara*, to be transported to the coast of Africa, under the charge of the agent of the United States, pursuant to the provisions of the act of the 3d March, 1819, "in addition to the acts prohibiting the slave trade." Under the 2d section of this act, the President is "authorized to make such regulations and arrangements as he may deem expedient, for the safe-keeping, support, and removal beyond the limits of the United States, of all such negroes, mulattoes, or persons of color," captured by vessels of the United States, as may be delivered to the marshal of the district into which they are brought; "and to appoint a proper person or persons residing upon the coast of Africa, as agent or agents for receiving the negroes, mulattoes, or persons of color, delivered from on board vessels seized in the prosecution of the slave trade by commanders of the United States armed vessels."

A doubt immediately arose as to the true construction of this act. It is quite clear from its terms that the President was authorized to provide "for the safe-keeping, support, and removal" of these negroes up till the time of their delivery to the agent on the coast of Africa; but no express provision was made for their protection and support after they had reached the place of their destination. Still, an agent was to be appointed to receive them in Africa, and it could not have been supposed that Congress intended he should desert them at the moment they were received, and turn them loose on that inhospitable coast to perish for want of food or to become again the victims of the slave trade. Had this been the intention of Congress, the employment of an agent to receive them, who is required to reside on the coast, was unnecessary, and they might have been landed by our vessels anywhere in Africa and left exposed to the sufferings and the fate which would certainly await them.

Mr. Monroe, in his special message of December 17, 1819, at the

first session after the act was passed, announced to Congress what, in his opinion, was its true construction. He believed it to be his duty under it to follow these unfortunates into Africa, and make provision for them there until they should be able to provide for themselves. In communicating this interpretation of the act to Congress he stated that some doubt had been entertained as to its true intent and meaning, and he submitted the question to them, so that they might, "should it be deemed advisable, amend the same before further proceedings are had under it." Nothing was done by Congress to explain the act, and Mr. Monroe proceeded to carry it into execution according to his own interpretation. This, then, became the practical construction. When the Africans from on board the *Echo* were delivered to the marshal at Charleston it became my duty to consider what disposition ought to be made of them under the law. For many reasons it was expedient to remove them from that locality as speedily as possible. Although the conduct of the authorities and citizens of Charleston in giving countenance to the execution of the law was just what might have been expected from their high character, yet a prolonged continuance of three hundred Africans in the immediate vicinity of that city could not have failed to become a source of inconvenience and anxiety to its inhabitants. Where to send them, was the question. There was no portion of the coast of Africa, to which they could be removed with any regard to humanity, except to Liberia. Under these circumstances, an agreement was entered into with the Colonization Society on the 7th of September last, a copy of which is herewith transmitted, under which the Society engaged, for the consideration of forty-five thousand dollars, to receive these Africans in Liberia from the agent of the United States, and furnish them during the period of one year thereafter, with comfortable shelter, clothing, provisions, and medical attendance, causing the children to receive schooling; and all, whether children or adults, to be instructed in the arts of civilized life suitable to their condition. This aggregate of forty-five thousand dollars was based upon an allowance of one hundred and fifty dollars for each individual, and as there has been considerable mortality among them, and may be more before they reach Africa, the society have agreed, in an equitable spirit, to make such a deduction from the amount, as under the circumstances may appear just and reasonable. This cannot be fixed until we shall ascertain the actual number which may become a charge to the society.

It was also distinctly agreed, that, under no circumstances shall this government be called upon for any additional expenses.

The agents of the society manifested a laudable desire to conform to the wishes of the government, throughout the transaction. They assured me that, after a careful calculation, they would be required to expend the sum of one hundred and fifty dollars on each individual in complying with the agreement, and they would have nothing left to remunerate them for their care, trouble, and responsibility. At all events, I could make no better arrangement, and there was no other alternative. During the period when the government itself, through its own agents, undertook the task of providing for captured negroes in Africa, the cost per head was very much greater.

There having been no outstanding appropriation applicable to this purpose, I could not advance any money on the agreement. I therefore recommend that an appropriation may be made of the amount necessary to carry it into effect.

Other captures of a similar character may, and probably will be made by our naval forces; and I earnestly recommend that Congress may amend the second section of the act of March 3, 1819, so as to free its construction from the ambiguity which has so long existed, and render the duty of the President plain in executing its provisions.

I recommend to your favorable regard the local interests of the District of Columbia. As the residence of Congress and the Executive departments of the government, we cannot fail to feel a deep concern in its welfare. This is heightened by the high character and the peaceful and orderly conduct of its resident inhabitants.

I cannot conclude without performing the agreeable duty of expressing my gratification that Congress so kindly responded to the recommendation of my last annual message, by affording me sufficient time before the close of their late session for the examination of all the bills presented to me for approval. This change in the practice of Congress has proved to be a wholesome reform. It exerted a beneficial influence on the transaction of legislative business, and elicited the general approbation of the country. It enabled Congress to adjourn with that dignity and deliberation so becoming to the representatives of this great republic, without having crowded into general appropriation bills provisions foreign to their nature, and of doubtful constitutionality and expediency. Let me warmly and strongly commend this precedent, established by themselves, as a guide to their proceedings during the present session.

JAMES BUCHANAN.

WASHINGTON CITY, *December 6, 1858.*

ACCOMPANYING DOCUMENTS.

RIGHT OF SEARCH.

Mr. Dallas to Mr. Cass.

[Extracts.]

No. 108.]

LEGATION OF THE UNITED STATES,
London, June 8, 1858.

SIR: I have the honor to transmit herewith the copies of two additional notes which passed between Lord Malmesbury and myself respecting the attacks upon our vessels, and the earnest desire of the President that they should be discontinued under peremptory orders.

Lord Malmesbury's last one was received by me late yesterday, and I have no time to reply to it. * * * * * I have urged once, twice, thrice; and perhaps you will agree with me in thinking that his concluding note comes, at last, to the enunciation of a doctrine and a purpose respecting the discontinuance of the right of search which render all further urging superfluous. When he insists upon referring "the ancient laws of nations *and the modern requirements of a higher morality*" to the law officers of "the Crown," &c., &c., what can be hoped?

I had written thus far when I was obliged to hurry off and keep an engagement to meet Lord Malmesbury at his residence in Whitehall Gardens at 12 o'clock, and I am returned, after an hour's interview, with a result little expected when I went.

Something within the last twelve hours had shifted his lordship's mind quite to an opposite point of the compass. He talked a great deal on the topic, and I listened. He was anxious to fix as precisely as possible what the American government wanted on the right of search, and I said, in as gentle a tone as could be, distinct, "Discontinuance, nothing more, nothing less; that, at all events, was my present aim. General Cass had the broad subject between himself and Lord Napier, and I was not authorized to meddle with that." He recurred to your admirable letter of 10th of April last, lying before him, and read a number of passages. He expressed his entire assent with your positions on international law; on the illegality of visit or search, except by conventional agreement, and seemed quite full of admiration for its ability. He attributed the misconduct of the British officers to the fact that they were very young men, in gun boats, who had been sent out there in December last by Sir Charles Wood. * * * * * In fine, we came to an understanding. His lordship then requested that I would convey to the American government the conversation we

had thus had. I declined doing so owing to its length and multifarious character ; but I would feel obliged to him if he would himself make a minute of the conclusions at which we had arrived. He immediately went to his desk, and rapidly wrote the "minute," of which I subjoin a copy. It recognizes the soundness of our international law on the right of search, discontinues the practice as to American vessels, and in the interests of humanity, reserves a proposal to negotiate at Washington, in order if possible to devise some means of testing the genuineness of the flag not inconsistent with the freedom of commerce, nor disrelished by either nation.

I am necessarily much hurried in preparing this despatch. One thing I have omitted. Lord Malmesbury positively declared that, after making every inquiry, he could not find any admiralty orders to have issued except the one of which he gave me a printed copy, which I annex.

I have the honor to be, sir, your most obedient servant,

G. M. DALLAS.

Hon. LEWIS CASS,
Secretary of State.

*Minute of conversation between Mr. Dallas and Lord Malmesbury,
June 8, 1858.*

Her Majesty's government are not prepared to justify or excuse such acts on the part of their officers as have been complained of by the United States government, if they are truly reported.

Her Majesty's government recognize the principles of international law as laid down by General Cass in his note of the 10th of April, and that nothing in the treaty of 1842 supersedes that law.

Her Majesty's government, however, think it most indispensable, in the interest of civilization and the police of the seas, that there should be a power of verifying the nationality of a vessel, suspected on good grounds of carrying false colors.

Her Majesty's government would wish to learn from the United States government their views in detail on this point, in the hope that some mutual arrangement, by way of proceedings to be executed by our respective officers, may be found effective without being offensive.

The French have lately proposed and laid down this one, viz :

That a boat may be sent alongside of a suspected ship, and may ask for papers, but not, unless invited, board the vessel. Such is our arrangement with France.

Lord Malmesbury has given Mr. Dallas a copy of our instructions to our officers. Pending our negotiations on the above point, orders will be given to discontinue search of United States vessels.

[Confidential.]

In any further communication on this subject, it is requested that the letter following the date may be quoted.

M.

ADMIRALTY.

SIR: The treaties with France for the suppression of the slave trade having been abrogated, I am commanded by my Lords Commissioners of the Admiralty to acquaint you, that no vessels under the French flag can be legally visited or searched unless from positive information, or from strong grounds of suspicion, there may be reason to believe that such flag has been fraudulently assumed; in which case, the utmost caution and circumspection must be used. All officers are required to observe, that whenever vessels under the French flag may have been boarded upon suspicion, the master or owners will be entitled to indemnity for any injury or losses which they may have sustained by detention, if it shall appear that the vessel is *bona fide* entitled to the protection of the French flag, whether engaged in the slave trade or not. It is only in cases in which vessels not legally entitled to the protection of the French flag may have assumed it fraudulently, that they can be lawfully detained or visited, and a special report in each case is to be sent direct to the Secretary of the Admiralty, as well as to the commander-in-chief, when vessels under the French flag may have been boarded on suspicion of fraud. The same caution should be shown in visiting vessels suspected of fraudulently using the flag of the United States, or of any other nation with which Great Britain has not a treaty under which the right of visit and search could be given to officers of her Majesty's ships.

I am, sir, your most obedient servant.

The Earl of Malmesbury to Lord Napier.

Slave Trade.]

FOREIGN OFFICE, June 11, 1858.

MY LORD: Your lordship has received from me a minute of the principal points of the conversation which took place between Mr. Dallas and myself on Tuesday last, (the 8th instant,) on the conduct of our officers cruising on the coasts of Cuba.

It is to these points that I now revert at greater length, instructing you to bring them before the United States government, with the hope that some defined plan of action may be agreed upon by the two governments which may prevent for the future the possibility of conduct on the part of any officers of either navy contrary to international law.

You will frankly assure the United States government that her Majesty's government have received with great regret the accounts to which the notes of General Cass and Mr. Dallas refer, and for the

truth of which the affidavits they have inclosed are put forth as vouchers; and her Majesty's government do not hesitate to say that they are not prepared to defend or justify such acts on the part of their officers, as has been complained of, if they are proved by the investigation which her Majesty's government have required.

At the present time her Majesty's government has no information to add to that which I sent you in reference to the capture of the "Cortes" by the "Forward."

Her Majesty's government recognize as sound those principles of international law which have been laid down by General Cass, in his note of the 10th of April to your lordship; principles which he supports by the authority of Lord Stowell and the Duke of Wellington, and her Majesty's government are also aware that nothing in their treaty of 1842 with the United States supersedes that law.

Her Majesty's government, however, think it most indispensable to civilization and the police of the high seas, that there should exist, practically, a limited power of verifying the nationality of vessels suspected, on good grounds, of carrying false colors.

It is acknowledged on all sides that this fraud has been exercised by pirates of every country, but that the flags of those nations with whom Great Britain has no slave treaties are the most often prostituted by these enemies of mankind.

The American flag has, therefore, constantly been desecrated to protect the nefarious practices of such men, and if the United States government should insist upon an inexorable adherence to the letter of international law, and that this determination becomes known to the world, the United States flag will then be the only one to which these malefactors will have recourse for security, and the sight and approach of that now honored banner on the high seas would eventually become the cause of just suspicion and alarm to the lawful but defenceless trader.

But the United States government cannot desire such a consummation; both passages in General Cass's able note, and the practice of the war navy of America, induce Her Majesty's government to believe that the verification of nationality may be obtained by some mutual arrangement in regard to proceedings to be executed by their respective officers, which may be found effective without being offensive.

General Cass observes that "a merchant vessel upon the high seas is protected by her national character. He who forcibly enters her, does so upon his own responsibility. Undoubtedly, if a vessel assume a national character to which she is not entitled, and is sailing under false colors, she cannot be protected by this assumption of a nationality to which she has no claim. As the identity of a person must be determined by the officer bearing a process for his arrest, and determined at the risk of such officer, so must the national identity of a vessel be determined at the like hazard to him, who, doubting the flag she displays, searches her to ascertain her true character. There, no doubt, may be circumstances which would go far to modify the complaints a nation would have a right to make for such a violation of its sovereignty. If the boarding officer had just grounds for suspicion and deported himself with propriety in the performance of his

task, doing no injury, and peaceably retiring when satisfied of his error, no nation would make such an act the subject of serious reclamation."

Her Majesty's government agree entirely in this view of the case, and the question, therefore, becomes one solely of discretion on the part of the acting officer. It appears to her Majesty's government that it is one extremely dangerous to entrust and onerous to bear, and that an exact definition of what each respective State would permit for verifying nationality, and thereby securing general trade against piracy, should be agreed upon between Great Britain and the United States, and clearly embodied in their instructions to their national commanders.

The cruisers of the United States do not themselves shrink from the responsibility of visit, for I find in the papers presented to Congress on the 21st of April last, the following allusion to their practice as stated in a report from the commander of the United States ship "Dale," dated St. Paul de Loanda, October 9, 1857.

"On the 20th (September) I discovered a barque off Blacla Point; stood for her and boarded her. She proved to be the French barque 'Clara' with a French officer on board to give her a national character.

"In Loango Bay I examined the papers of the French brig 'Merle' of Havre, engaged in trading with the natives.

"From the degraded condition of the natives of the coast, I cannot but believe that this action of the French government will result in their benefit."

You will, therefore, urge upon General Cass to suggest to her Majesty's government some rule to which our officers should mutually adhere under the "circumstances" which he describes "as going far to modify the complaint a nation would have a right to make for wilful violation of its rights of sovereignty."

The view taken of the question by Admiral Hamelin, as communicated to me a short time ago by the French chargé d'affaires, is, that in time of peace the right to ascertain the national character of a foreign merchant vessel should, except under peculiar circumstances and urgent necessity, be restricted in its exercise to compelling a merchant vessel to show its colors; that in certain cases such a vessel may be spoken with, avoiding, however, any interruption of its course; and that in order to warrant boarding a vessel under French colors, the proceedings of such vessel should be such as to afford reasonable ground for suspicion.

This, to a certain degree, is a security against the fraudulent use of colors; and if her Majesty's government do not consider it as effective a process as they could wish should be exercised, and to which they would be ready reciprocally to subject the flag of Great Britain, it is at least a safeguard against the occurrence of such acts as the United States government complain of, and restricts the discretion of officers within intelligible limits.

Mr. Dallas received from me a copy of the admiralty's general instructions to her Majesty's commanders, which appears to be entirely in accordance with the principles of international law laid down by

General Cass in his note of April 10; and if he has not furnished General Cass with a copy, your lordship will do so.

Her Majesty's government, anxious to remove all possible repetition of the acts which appear to have caused so much excitement in the United States, and which might, if repeated at this moment, be detrimental to the good relations of the two countries, have sent further orders to the officers commanding the Cuban squadron to discontinue the search of any vessels of the United States, until some arrangement, in the sense I have pointed out, shall be made by your lordship with the United States government, or declined on their part.

Should the government of the United States not think fit to adopt some mutual regulation by which the officers of both States shall be enabled to verify the nationality of a suspicious ship, without offence to its crew or its country, her Majesty's government will deeply regret that an opportunity has been lost to secure honorably and forever the two nations from those vexatious and irritating controversies which are inevitable as long as the letter of international law is made inflexibly to override those measures which experience and common sense recommend as necessary for the security of life and property on the high seas.

I am, &c., &c.,

MALMESBURY.

You will read this note to General Cass, and furnish him with a copy. M.

LORD NAPIER,
 &c., &c., &c.

Mr. Cass to Mr. Dallas.

No. 117.]

DEPARTMENT OF STATE,
Washington, June 30, 1858.

SIR: Your despatches, Nos. 104, 106, and 108, together with the accompanying copies of the papers referred to, have been received at this department, and have been laid before the President; and I am gratified in being able to convey to you the assurance that he fully approves your correspondence with Lord Malmesbury on the important subject committed to you.

As to the aggressions upon the vessels of the United States by British armed cruisers, which led to this correspondence, and which you have made known to her Britannic Majesty's government, it is not necessary that I should enter into any further consideration of them at this time. When the facts shall have been correctly ascertained and duly considered, I do not doubt but that the British government will promptly redress any injuries which may have been inflicted, and will mark with its displeasure those officers whose conduct has given just cause of offence to the United States.

And in addition to the satisfactory assurances which your corre-

spondence contains of the views of the British government, it gives me pleasure to be able to inform you that this department, by the directions of Lord Malmesbury, has been furnished by Lord Napier with the copy of a letter addressed to his lordship by Lord Malmesbury, and dated the 11th instant, in which the same purposes are avowed, and the same principles recognized, as reported in your despatch of the 8th instant. A copy of this document is herewith enclosed.

The President desires you would express to Lord Malmesbury his gratification at this satisfactory termination of the controversy which has given so much trouble to our respective governments, concerning the claim of a right in behalf of a British cruiser in time of peace to search or visit American merchant vessels upon the ocean. Her Britannic Majesty's government has disclaimed this pretension and recognized the principles of international law laid down in the letter from this department to Lord Napier, of the 10th of April last, and which had been maintained by distinguished British statesmen, and especially by that eminent jurist Lord Stowell, who said emphatically, while deciding a case judicially before him, that "no nation can exercise a right of visitation and search upon the common and unappropriated parts of the ocean except from the belligerent claim."

The President is aware of the abuses to which the fraudulent assumption of the flag of one power by the citizens or subjects of another may give rise, and he deeply regrets that the flag of the United States has ever been prostituted to unworthy purposes by such a reprehensible proceeding. At the same time he entertains a strong conviction that the occasional abuse of the flag of any nation is an evil far less to be deprecated than would be the establishment of a pretension like this, which is incompatible with the freedom of the seas. But while avowing this conviction he instructs me to say that the United States are not less solicitous than Great Britain that a remedy should be found for this false employment of national colors, to which Lord Malmesbury refers in just terms of condemnation, and the President, though not prepared to make any suggestions upon the subject, is yet ready to receive any propositions which the British government may feel disposed to make, and to consider them with an earnest hope that the object may be safely and satisfactorily attained.

But while communicating to his lordship these favorable sentiments of the President, it is due to the occasion to say that there are grave difficulties in the way of reconciling any kind of examination, looking to the detention of vessels, with that entire immunity which is so dear to the people of the United States and so important to all commercial nations. It is a practical question whose solution requires much cautious consideration, and all the assurance that can now be given by this government is that it shall be discussed with an anxious desire that it may be so adjusted as to prevent the evil to be complained of, while at the same time the ocean shall be left free to the merchant vessels of all nations, each maintaining its own police without the interference with others.

The United States have enacted a stringent and comprehensive code of laws against the African slave trade, and the President is authorized to employ the naval force of the country in its suppression. Since

the treaty of 1842, and in conformity with its requisitions, a squadron carrying eighty guns has been maintained in this service upon the coast of Africa, and with a result, I regret to say, no way commensurate with the loss of life and property it has occasioned. The employment of this squadron has, however, prevented such exertions from being made in other quarters of the world for the repression of this traffic as would otherwise have been undertaken, and which would probably have proved far more effectual. And the President is under the impression that if this squadron were withdrawn from the African coast the vessels composing it might be ordered upon service elsewhere to much better advantage in the suppression of this criminal employment. And he is seriously considering the subject with a view to determine whether it is not advisable to give the year's notice provided for in the treaty of 1842, with a view to the abrogation of the 8th article, which creates an obligation on the part of our respective governments to maintain these squadrons of repression in the African seas.

You are instructed to read this despatch to Lord Malmesbury, and should he desire it you may leave a copy with him.

I am, sir, respectfully, your obedient servant,

LEW. CASS.

GEORGE M. DALLAS, Esq.,
&c., &c., &c.

MEXICAN AFFAIRS

Mr. Forsyth to Mr. Cass.

[Extracts.]

No. 78.]

LEGATION OF THE UNITED STATES,
Mexico, June 17, 1858.

Sir: * * * * *

In close connexion with this subject is that of the contribution which has been the absorbing topic of thought and feeling since my last despatch. Just before the departure of the last express from this capital for the American and British packets, the British minister and myself both received notes from the Foreign office advising us that in consequence of our arguments, representations, &c., the supreme government had been pleased to order the prorogation [*prórroga*] of the first *plazo*, or period of payment. This was generally taken to mean that the postponement was to be indefinite and that the government would, at a convenient time, quietly annul the decree. Mr. Otway wrote to his government to this effect. But the next day, after the courier had left, an order appeared in the official paper proroguing the payment for "six days."

* * * * *

Meantime the government is losing its temper and proceeding to very unjustifiable measures. It has been rumored for some days past

that the foreigners who suffered themselves to be embargoed, would be banished the country. I thought even a Mexican government would hardly force a tribute out of a stranger and then punish him over again by banishment. But I overrated their good sense and good feeling.

While writing this despatch, an American citizen has brought me a government order which he has just received, commanding him peremptorily to quit the country within three days. The same order has been served on several others, the rest being French, Italians, and Germans, who are under the protection of the Marquis de Gabriac. No Englishman has yet been served with it. This is a very grave step on the part of the government, and required and has met with my prompt action. I wrote and despatched without delay the note to Mr. Cuevas, copy of which is annexed. The department will perceive that in order to make a pretext for this high-handed measure, the minister of relations does not hesitate to resort to two palpable falsehoods. It is utterly untrue that these foreigners have acted without the concurrence of "any foreign minister accredited to Mexico," and it is equally untrue that "resistance" has been made to the law. As the government knows that Mr. Migel and other Americans have strictly followed my advice in this matter, the offence of this proceeding is directed at me. Mexico lays its arbitrary hand on American citizens to punish the American minister, and, in such case, it is the clear duty of the latter to become the principal in the question, and take the place of his countrymen. I have, therefore, not hesitated in my note to Mr. Cuevas to pledge myself to the most decided measures. As it is very unlikely that the reply of Mr. Cuevas will be received in time for the courier, it is proper to say that if one American is banished for this cause, I shall immediately suspend all political intercourse with the Mexican government until the pleasure of my own can be known; confining myself, meantime, to what may be necessary for the protection of our citizens. There are overruling considerations of a public and personal character to decide me to reject my first impulse, which was to demand my passports and leave the country with the banished Americans.

* * * * *

I am, &c.,

JOHN FORSYTH.

Hon. LEWIS CASS, &c., &c., &c.

A, with No. 78.]

LEGATION OF THE UNITED STATES,
Mexico, June 17, 1858.

The undersigned, envoy extraordinary and minister plenipotentiary of the United States, has had exhibited to him an order addressed by the supreme government to Mr. Solomon Migel, a citizen of the United States, peremptorily banishing him from the republic within three days from its date. The cause alleged for this order of banishment is,

that he has resisted the decree of May 15, directing the levy of a contribution upon capitals.

The undersigned has the honor to remark, in the first place, that it is not true that Mr. Migel has *resisted* the decree, as asserted in the order under consideration. On the contrary, he submitted to the "embargo" quietly and peaceably, only requiring the presence of force to save his rights under a formal protest against the illegality of the act. It therefore appears that a false issue has been made against this individual, and that his banishment is ordered under a false pretext.

In this order, as also in a despatch from his excellency Mr. Cuevas, addressed to the governor of the district, and published in the "Diario Oficial" of this morning, the undersigned finds the extraordinary declaration that the course adopted by Mr. Migel and others in refusing to pay the contribution "has not been favored, either directly or indirectly, by any of the foreign ministers accredited to this government." The undersigned characterizes the declaration as "extraordinary." For if it be true, then, the undersigned is not one of the "foreign ministers accredited to this government;" nor is his excellency Mr. Otway, the British envoy, because his excellency the minister of relations, who has had the hardihood to put the declaration in writing and even in print, knows perfectly well that the undersigned has publicly advised his countrymen in a note addressed to the American consul in Mexico, and published in the English and the Mexican journals of this capital, to do that very thing which it is solemnly declared he has not done. His excellency Mr. Cuevas knows also that Mr. Otway has advised British subjects in Mexico only to pay this contribution under protest.

The undersigned has now to advise his excellency, for the information of the supreme government, that the act of Mr. Migel and of such other American citizens as may fall under its displeasure, was counseled and advised by him as the representative of the United States, and as their lawful protector in Mexico, and therefore that he, and not they, is responsible for the act. And he has solemnly to warn the Mexican government that if any American citizen is subject to an arbitrary expulsion from the republic for this cause, that that government will take the step upon the peril of its responsibility to the sovereignty of the United States, and that the undersigned will feel it to be his duty to mark that responsibility by the most decided measures that belong to the powers and obligations of his representative office.

The undersigned has the honor to tender to his excellency, the minister of relations, the assurances of his very distinguished consideration.

JOHN FORSYTH.

His excellency Sr. DON LOUIS CUEVAS,
Minister of Relations.

Mr. Forsyth to Mr. Cass.

[Extract.]

No. 79.]

LEGATION OF THE UNITED STATES,
Mexico, June 19, 1858.

SIR: At a late hour last night I received a note from Mr. Cuevas in reply to mine of the 17th instant. As the courier is about to depart, I have no time to copy and translate it for the department. The note is very long and labored. It begins by a complaint of the "vehement and offensive terms" of mine of the 17th. It arraigns me for publishing my protest; answers arguments which I have not made, and attacks positions which I have not maintained. It attempts to explain away the falsehood about the course of foreign ministers, and does not make an effort to deny or defend the charge that Solomon Migel has been banished on a false charge, trumped up for the occasion; the true cause of his banishment being a purpose to strike terror into others, and thus force them to pay the contribution.

I shall immediately reply to this note, and after carefully and fully refuting its positions and carrying the war a little into Africa, for the purpose of showing that the whole course of Mr. Cuevas, since he assumed the portfolio of State, has been reckless of right and justice towards the United States, and calculated, if not designed, to embroil the two countries, I shall conclude by informing him that the relations of this legation with the government of Mexico will be suspended until the pleasure of my government can be made known to me.

* * * * *

I am, &c.,

JOHN FORSYTH.

Hon. LEWIS CASS, &c., &c., &c.

Mr. Cass to Mr. Forsyth.

No. 48.]

DEPARTMENT OF STATE,
Washington, June 23, 1858.

SIR: It is necessary to write to you hastily to-day in order to save the mail which leaves at 2 o'clock.

Your despatch, No. 77, in relation to the contribution imposed upon foreigners in Mexico by the decree of May 15, was received here a day or two ago, but the want of time together with the pressure of other business, has prevented me from entering into as full a consideration of the subject referred to in your communication as is desirable.

You were right in bringing this matter to the attention of the Mexican government, and in making representations against subjecting American citizens to this heavy assessment. It is not a tax, within the just meaning of that word, and does not come within the ordinary assessments of the country, to which foreigners should contribute.

The actual condition of Mexico, independent of any other consideration, should have prevented this attempt to raise a revenue for a temporary and special purpose, from the citizens of other countries temporarily in Mexico. That republic is without any recognized government, exerting an authority over the whole country. The government of General Zuloaga is restricted to but a portion of it, while the rest of the country, comprising possibly a majority of the States, is in open opposition to this government, and is in arms against it. The government of the capital cannot extend protection out of the Territory occupied by it, and it is unjust and unfriendly to other powers, to require their citizens to bear not only their just proportion of the regular taxes, but also of contributions assessed to raise the means to carry on belligerent operations. It is known that a large amount of property is now detained at Vera Cruz, of which no doubt a considerable proportion belongs to American citizens, and is destined for interior consumption in Mexico. The principle of this contribution would operate with great injustice in these cases. The government at the capital assesses its demand upon each individual, not upon the property he holds within its jurisdiction, but upon the whole amount of his property, wherever situated, and in the meantime each of the other local and contending governments may assume the same power, and thus subject foreigners to enormous exactions. You will state to the government of General Zuloaga these views of the United States, and that the President would consider the collection of these assessments as unjust to our citizens.

One of your despatches upon this subject—No. 76—is missing, and that circumstance, together with the want of time fully to investigate the subject, has prevented the President from coming to a decision upon the question of the legal right of the Mexican government to levy this tax upon our citizens. It is probable I shall be able to communicate to you the views of the President by the next steamer. From the nature of the question itself, it may be deemed expedient to ask the opinion of the Attorney General, and I trust the missing despatch will be received in season for the final action of the department before my next communication to you.

You will make known to the Mexican government the expectation of the President, that this matter will be no further acted on till the question of its bearing upon the rights of the United States has been fully investigated here.

The conduct of the Mexican government in relation to claims of American citizens for injuries done to their persons and property has heretofore given just cause of complaint to the government of the United States; nor has any evidence yet been furnished by the Mexican government of a disposition to satisfy the just demands arising out of these injuries, and in many instances outrages committed in the most wanton manner.

I enclose a copy of a letter I addressed on the 19th instant to the Secretary of the Navy, and of his answer, by which you will see the measures which are about to be adopted in regard to one of these acts of injustice and violence—the seizure of Mr. Jesus Ainsa and his imprisonment at Guaymas.

You will acquaint the Mexican government of the determination of this government to take all proper measures to release that person. For this purpose the steam-frigate *Saranac* will visit Guaymas, and it is earnestly hoped, that if the authority of General Zuloaga extends to that place, it will be exercised by taking such measures as will obviate the necessity of the interference of Commodore Long. It would be gratifying to the President if you were enabled to anticipate the object of Commodore Long's visit, by forwarding to Guaymas the assurances of a favorable termination of your efforts in behalf of Mr. Ainsa before the arrival of the *Saranac*.

In respect to this general subject, you will give the Mexican government distinctly to understand, that if outrages of this nature are not discontinued, and ample satisfaction made for those already committed, the United States will not hesitate to interpose efficiently and obtain that justice for their citizens which Mexico ought to render, but which is pertinaciously withheld.

I am, sir, your obedient servant,

LEWIS CASS.

JOHN FORSYTH, Esq., &c., &c., &c.

Mr. Forsyth to Mr. Cass.

[Extracts.]

No. 80.]

LEGATION OF THE UNITED STATES,
Mexico, June 25, 1858.

SIR: I transmit herewith the note of Mr. Cuevas referred to as just received in my last number, and my reply to it; also, the brief rejoinder of Mr. Cuevas.

"This correspondence and the whole history of my intercourse with the present minister of foreign affairs which preceded it, requires but little comment by way of explanation. The department will see that I had the alternative presented to me of suffering the claims of the legation upon the attention and justice of the government, to sink into contempt, or of taking some step to vindicate them. My sense of duty would not permit me to submit to the first. There will be found in the two distinct threats in Mr. Cuevas' note of the displeasure of my own government at my course, a confirmation of the thought I have often repeated to the department, to wit: that this government believes it can commit any outrage with impunity, relying upon the forbearance of the United States."

"Indeed, no American minister with a particle of spirit, can get along with the present government while Mr. Cuevas is minister of relations. I have fairly and faithfully exhausted the policy of conciliation and it bore the fruit of only increased neglect."

"At the time Mr. Solomon Migel received his order of banishment and his passports, they were sent to several other persons, most of them Frenchmen. These have been since revoked, so that so far, the

severity of the government has been exclusively confined to an American citizen. It will be seen that the government expressly refused to revoke the order in the case of Mr. Migel. This discrimination is not the result of accident, but of design."

"My government will determine whether Mexico is to be allowed to have one measure of law and justice for Americans and another for other foreigners. As affairs have turned out, I think it quite likely that the government would prefer that Migel had not departed. The latter asked my advice. After I had asked the government to recall its unjust order, and it had refused, I was unable to advise him not to obey it, because it was clear that if he were found here after the three days of his limited stay, he would be thrown into prison and I could not help him. I advised him, therefore, to obey the order."

* * * * *

I am, very respectfully, your obedient servant,

JOHN FORSYTH.

Hon. LEWIS CASS, *etc., etc., etc.*

Mr. Cass to Mr. Forsyth.

No. 49.]

DEPARTMENT OF STATE,
Washington, July 15, 1858.

SIR: Since my letter to you of the 23d ultimo, your despatch No. 76 which was missing has been received, and also your further despatches numbered 78 and 79. Your No. 80 of the 26th ultimo by the hands of a special courier is this moment received. No. 81 of the 1st instant has just arrived by mail.

The delay which has taken place in the acknowledgment of the first two despatches, has been owing to a change in the mail arrangement, by which the present is the first opportunity there has been of communicating with you since their receipt.

I have had a full conversation with the Attorney General on the subject of the contribution assessed upon American citizens by the Mexican government. And while neither he nor myself considers it a forced loan within the terms of the 10th article of the treaty between Great Britain and Mexico, the benefits of which are secured by our treaty to American citizens, yet I have nothing to retract in my despatch upon this subject, nor to change as to the unjust and unfriendly character of this imposition. The views therein presented are entirely concurred in by the Attorney General and are fully maintained. This system of extraordinary taxation to which foreigners temporarily residing in Mexico are subject, is out of all reasonable proportion to the protection afforded to them.

In your letter of June 19th you advise the department that for the reasons stated, you were about to inform the minister of foreign affairs, that the diplomatic relations between the legation of the United States and the Mexican government, would be suspended until the pleasure of this government should be made known to you; and in your despatch just received you announce that this determination

had been carried into effect, and you enclose a copy of your note to the minister of foreign relations, making known to him that this suspension would take place from the day of its date.

The President sanctions the measure you have adopted, and will not instruct you to renew the relations thus broken off, but directs you to withdraw the legation of the United States from that republic.

Your action upon this occasion, and the circumstances attending it, have led the President to consider the condition of Mexico, and the state of our relations with that country. Both are equally unsatisfactory.

The government at the capital has neglected the just complaints of the United States, and evinced no disposition whatever to redress the injuries that have been committed upon the persons and property of our citizens. Your previous efforts upon this subject have failed, and the reports received from you indicate little expectation of a favorable change, till the United States, to adopt your own language, shall give striking evidence of their will and power to protect their citizens.

Immediately after the receipt of this despatch, you will communicate this decision to the Mexican government, and request the necessary passports for yourself and your suite. You will proceed to Vera Cruz, where an armed steamer has been ordered to repair and await your arrival. She will convey yourself and your family and secretary, to such convenient port in the United States as you may indicate.

The archives of the legation you will deposit with the consul of the United States at Mexico. Mr. Black and you will instruct him to afford such counsel and protection to the citizens of the United States as may be in his power.

As time has barely been allowed me to look over that part of your despatches 80 and 81, which announces the termination of your diplomatic relations with the Mexican government, I can only add—in order to save the steamer—that the contents of these communications will receive immediate attention from the department.

I am, sir, your obedient servant,

LEWIS CASS.

JOHN FORSYTH, Esq., &c., &c., &c.

Mr. Forsyth to General Cass.

[Extract.]

No. 87.]

LEGATION OF THE UNITED STATES,
Mexico, August 12, 1858.

SIR: * * * * *

I annex Mr. Castillo's reply, from which it will be seen that the visit of the "Saranac" to Guaymas is taken very coolly, and that after reiterating the false assumptions of Mr. Cuevas, in relation to Ainsa, Mr. Castillo informed me that the "business is concluded, so far as Mexico is concerned." When sometime ago a gentleman

informed Zulonga that I had received information that my government had ordered Commander Long to liberate Ainsa, he shrugged his shoulders and replied, "what do I care for that! Guaymas is not within my jurisdiction."

I have to advise the department that since this government was in possession of department's No. 48, informing it that the President of the United States would expect the government of Mexico to suspend the enforcement of the decree of contribution on American citizens, several American houses have been visited by attaching officers. This information was conveyed under date of 5th instant. On the 11th, the government served Mr. E. Keller, an American merchant, with a "boleto," fixing his quota of the contribution at \$400—a sum unreasonably high for the man's means. I append a copy of this "boleto." The department will perceive that this government is as regardless of the expressed wishes of the President of the United States, and of the warnings of the government of the United States, as it has been of my protests, and treats them all with equal contempt.

* * * * *

I am, very respectfully, your obedient servant,

JOHN FORSYTH.

Hon. LEWIS CASS, &c., &c., &c.

[Translation]

NATIONAL PALACE, MEXICO,
August 10, 1858.

The undersigned, minister of relations, has the honor to acknowledge the receipt of the note and copy annexed, which, under date of the 5th instant, his excellency, Mr. John Forsyth, envoy extraordinary and minister plenipotentiary of the United States, has addressed to him, in relation to the contribution imposed by the decree of the 18th of May last, and to the imprisonment of Jesus Ainsa.

As the copy which his excellency transmits bears date the 23d of June, and the supreme government has received later dates which reach to the 15th of July last, the undersigned, in view of them, and by order of his excellency the President, to whom he has made known their contents, has already communicated the instructions which his excellency thought proper to give to General Robles, and, for this reason, has nothing now to add upon that subject.

In regard to the imprisonment of Jesus Ainsa, under date of May 15 last, this department stated to his excellency, Mr. Forsyth, that the said individual is a Mexican, and that, having been judged and sentenced by the competent tribunal and in accordance with the laws of the country, the supreme government considered this affair as entirely concluded.

In respect to the other matters to which reference is made by his

excellency, this department has given them the proper legal direction, and has also instructed the minister of Mexico in Washington.

The undersigned has the honor to protest to his excellency, Mr. Forsyth, the assurances of his distinguished consideration.

J. M. DE CASTILLO Y LANZAS.

His excellency, JOHN FORSYTH,
*Envoy Extraordinary and Minister Plenipotentiary
of the United States of America.*

Mr. Forsyth to General Cass.

[Extracts.]

No. 88.]

LEGATION OF THE UNITED STATES,
Mexico, August 31, 1858.

SIR: I have obeyed the orders of the President, conveyed to me in department's No. 49, of the date of July 15, and transmit herewith the correspondence which has taken place in their execution. * * *

N. B. Since writing this despatch, the British courier has arrived with the English mail. By it Mr. Otway has received a despatch from Lord Malmesbury, which I have seen, directing him to protest against the decree of May 15, and to advise her Majesty's subjects not to pay the contribution, except "under protest, and on compulsion." Mr. Otway is instructed to unite with his "American colleague" in resisting the execution, &c.

Hon. LEWIS CASS, &c., &c., &c.

Mr. Forsyth to Mr. Cass.

[Extract.]

No. 91.]

MOBILE, *November 22, 1858.*

SIR: I transmit herewith copies of my latest correspondence with the Mexican government. The fact, confessed by the latter, that it was unable to assure a safe passage for myself and my family from the capital to Vera Cruz, I communicated as a matter of interest to each of my colleagues of the diplomatic corps. * * *

Hon. LEWIS CASS,
Secretary of State.

G.

MEXICO, *October 20, 1858.*

SIR: If your excellency had been as explicit in your note to me of the 17th instant, as you have been in your second note of yesterday, we

should have both been saved the trouble of this correspondence. I now learn that this government is not able to assign to me the customary escort of foreign ministers, because it fears that the detachments of cavalry which would have to be posted at different points on the route, *would be destroyed by the constitutionalist bands or the robbers that infest the road.* In other words, a government that calls itself supreme, and has at its command several thousand troops actually engaged in war, confesses its inability to guaranty a secure passage for even fifty leagues from the capital, to a foreign minister retiring from that capital. This is certainly a melancholy confession, and one which it becomes a matter of interest to be known by those foreign powers who send diplomatic representatives to Mexico. I am quite sure that my own government will seriously consider whether or not a country in this deplorable state, is entitled to receive the friendly and peaceful missions of diplomacy. I must be permitted to ask, in what condition does this confession of your excellency leave the argument you made to me yesterday in favor of the superior security of the escort proposed for the roof of my diligence? If relays of cavalry are in danger of being cut up, what is to become of three or four soldiers on the top of the coach? It is clear that the government is of the opinion that the journey to Vera Cruz is at this moment extremely perilous, and as I am quite of that belief myself, I might well advise you that I should remain here until the government could assure me a safe passage. But I shall not do so. I shall go, preferring to brave the chances of robbery and assassination on the road, to remaining in Mexico, subject to the insults and slanders of the servile newspaper organs of the government; to exposing my friends to the vengeance and prisons of the government, because they are my friends; to having my house surrounded by government spies as if I were a malefactor, and my own servants converted into spies within my dwelling. I say I prefer to deal with the robbers on the highway. These, at least, will assail me openly, with arms in their hands; and I can, in the same manner resist them.

I have the honor to be your excellency's obedient servant,

JOHN FORSYTH.

His excellency Mr. J. M. CASTILLO Y LANZAS, *dec., dec., dec.*

CENTRAL AMERICA

Mr. Cass to Mr. Lamar.

No. 9.]

DEPARTMENT OF STATE,
Washington, July 25, 1858.

SIR: The serious causes of complaint existing on the part of the United States against the governments of Nicaragua and Costa Rica have already been made known to you, and you have received the necessary instructions to demand of those governments prompt and ample reparation for the injuries for which they are responsible. You will again draw their attention to this subject, and especially the

attention of the government of Costa Rica, of which we have the most cause to complain for wrongs done to our citizens, and urge the immediate action of both governments in order that the United States may not be compelled to resort to other measures to secure that justice to which they are entitled and which they are determined to obtain.

Recently, however, grave events have occurred in that region which have still more complicated our relations with those republics.

Your various despatches, numbered 8, 9, and 10, with the accompanying papers, reached the department a few days ago and have engaged my attention. The information you communicate is important, though much of it is little creditable to the governments with which you have to deal. And, besides the information received from you, two documents have reached here from Europe requiring the attention of the government; one of which purports to be a contract for opening a canal, of which you were not aware at the time you wrote; while the other contains a kind of manifesto, issued by the Presidents of Nicaragua and Costa Rica against the United States, as irreconcilable with the proprieties of their position as with the true state of the facts which have furnished the occasion for this misrepresentation.

These papers do not come to us through an official channel, but still circumstances indicate that they are authentic. I enclose copies of both of them. Your first step will be, by a categorical inquiry, to ascertain whether this manifesto or declaration is genuine, and if you find it is not, any further proceedings in relation to it will be unnecessary. In order that the views and intentions of the United States respecting their relations with Nicaragua and Costa Rica should be fully made known to those governments, you will communicate to their proper officers, respectively, a copy of this despatch, omitting, however, such portion of it as relates to this manifesto, should its authenticity be disavowed.

On receiving this extraordinary declaration, the first impression of the President was to take measures to ascertain its authenticity, and if found authentic, then to recall the minister of the United States to Nicaragua and Costa Rica and to dismiss their ministers accredited to this government. And had such a cause of offence been given by France or England, or by any other nation with a well established government, properly appreciating its duties towards foreign powers, this course would at once have been adopted. But the United States in this case will take counsel, not from their rights, but from the condition of these republics, and they will not hold the people responsible upon this occasion for this undignified exhibition of ill-feeling, which is rebuked by the whole history of their intercourse with this country.

The United States are, as they have ever been, sincerely desirous of the prosperity of the States of Central America, and of the establishment of free, stable, and enlightened governments among them. And the instructions with which you were furnished when you departed upon your mission, and which were made known to the governments of the States to which you were accredited, bear undeniable evidence of this disposition. You were told that a federal system, resembling

in its outlines that of the United States, was admirably adapted to their condition ; and that the people of the United States would be gratified to find a similar one established there, and would see in the measure itself a pledge of future stability in their political institutions and of improvement in all the elements of advancement. And you were instructed, whenever circumstances should render it proper, to suggest these considerations, avoiding, however, all appearance of dictation ; and placing your suggestions on the true ground, the interest the people of this country feel in the prosperity of that fertile and valuable region. And, still animated with these sentiments, the United States will deal with forbearance with this uncourteous provocation, having no fear that their moderation will be misunderstood. But you will give these governments distinctly to understand that a suitable reparation will be insisted on, or the United States will no longer be restrained by the considerations I have adverted to, from seeking, by more efficacious means, proper redress for these unworthy imputations.

Besides the reproaches of which this effusion of ill-feeling is made the medium of communication to the world, it indicates a line of policy looking to European intervention in American affairs, to which the United States have long since avowed their opposition, and which they will resist under all circumstances. I refer to the protectorate demanded by this proclamation, and to the appeal to the governments of France, England, and Sardinia, to assume the duties attached to that position.

Before proceeding, however, to this subject, there is another which I desire first to dispose of, and which concerns events that have been connected with the relations between these countries and the United States.

It is asserted by these "Supreme Chiefs of the Republic of Nicaragua and Costa Rica" that, at the time they issued this document, (May 1, 1858,) a filibustering expedition menaced those States, and was at that time preparing to invade them, and that the movement was to be made under the patronage of the government of the United States, with a view to take possession of Central America, if Central America refused to surrender itself voluntarily to this country. This absurd intimation—declaration rather,—that the United States were urging the annexation of this whole isthmian region, is made with as much gravity as though the authors of it had the actual proof of the fact before them. The assertion is unworthy of refutation ; but it justifies some general observations connected with this matter.

That unlawful warlike enterprises have been carried on from the United States, composed of persons from different countries, against the territory of Nicaragua, is not to be denied. But during the whole progress of these illegal efforts, the government of this country has faithfully performed the duty imposed upon it by the laws, as well through public proclamations against such enterprises as by giving the necessary directions to the proper officers to prevent their organization and departure, as by invoking the action of the judicial tribunals, and also by the employment of its naval force.

It is unnecessary to support these assertions by detailed proofs.—They are as well known in Costa Rica and Nicaragua as here. Some-

times, indeed, owing to the defect of proof, it has not been in the power of the government to arrest these expeditions; but even when its exertions have not succeeded in preventing their departure, they have been fairly and generally successfully directed to prevent reinforcements of men and *matériel* from reaching the adventurers who had eluded the vigilance of the officers of the law.

The good faith of the United States in relation to these illegal undertakings has been much misunderstood and misrepresented, both in Central America and elsewhere. A brief recurrence, however, to the true state of the facts would remove many of the erroneous impressions which have prevailed. It would show to every impartial inquirer, what is indeed known to the present rulers of Nicaragua, that the origin of these attempts is due to the intestine difficulties of that country, and to the interference and application of persons of high authority there, supported by the concurrence of a portion of the population.

Under such circumstances the first expedition of this kind left the United States in June, 1855, and it was soon afterwards claimed that the party with which it acted, and whose interests it had promoted, had obtained such possession of the country as to entitle its authorities to be recognised as the actual government of Nicaragua. The government of the United States, however, withheld this recognition, and the expedition ultimately failed of success. And subsequently the American authorities, at a critical period, probably prevented by their intervention the accomplishment of another effort to overthrow the existing government by a military invasion. It is little creditable to the candor of the President of Nicaragua that these circumstances have been entirely overlooked in his earnest desire to cast reproach upon this country.

But there is another consideration not less decisive in forming an estimate of the conduct of the United States under these circumstances. *A fresh invasion, says this accusatory manifesto, is preparing under the patronage of the government of the United States for the purpose of definitively taking possession of Central America, &c.*

I have already said that time has shown the error of this assertion, and ought to bring with it a due acknowledgment. No such expedition has left this country, nor in fact, so far as I know, was one then contemplated. But a review of this subject presents a yet more powerful justification of the policy of the American government. There has been no period since these projects were first set on foot by the Nicaragua invitation when they would not probably have been successful had the laws of the United States against such military enterprises been repealed or suspended by the legislative authority, or been left unenforced by the Executive authority. The State of Nicaragua owes its political existence, or rather its present rulers owe the power they exercise, to the laws of the United States as executed by this government, and the return for this fidelity is the undignified denunciation which has been given to the world. The most careless observer of passing events must be convinced that if military expeditions met no opposition in the United States from the public authorities, the spirit of adventure originally called into action by

Nicaragua itself, and fostered by subsequent occurrences, would send to that country without delay bands of enterprising men who would soon attain the control of its affairs and change the whole course of its policy, probably of its destiny.

But the Presidents of these republics deal in specific facts as well as in more general allegations. They charge that "the government of the United States has, according to official reports made to that of Costa Rica by its Minister Plenipotentiary at Washington, declared it was utterly powerless to prevent past attempts by the filibusters, or to protect the neutrality of Central America, owing to the insufficiency of the laws of the United States on this head."

This accusation is wholly without foundation. No such declaration was ever made by the government of the United States. It would have been an act at once of fatuity and of falsity. As to the difficulties in the enforcement of these laws, they are not denied, and have given much trouble to the government in the efforts it has made to carry them into effect; but that they are powerless, or have proved so, no one, in or out of the United States, has the right to assert. The representatives of the Central American States may be called on as witnesses that, in all cases where they have given information to the government that military expeditions against that region were about to be undertaken, measures have been immediately adopted to prevent their success, and to arrest and punish the offenders. Sometimes these efforts have failed, owing to causes not within the control of the government, and sometimes they have been successful; but at all times, the knowledge of the disposition of the government to discharge energetically the duties imposed on it by the laws has operated as a powerful restraint upon these enterprises, and has crippled the means relied upon for their consummation. To these views, connected with this charge of acknowledged imbecility, I have now to add that I have just had an interview with the present minister plenipotentiary of Costa Rica in this city, and have been assured by him that no such declaration was ever received by him from this government, nor communicated to his own. If such a communication was ever made by any one in good faith, it must have been done under some strange misapprehension.

I perceive that you also occupy a place in this grave document, and that your "boasts in public" it is said, as to the course which will be pursued by the United States in the event of the failure of Nicaragua to ratify the recent treaty, have been deemed important enough to be introduced into this catalogue of national complaints. I have no doubt but that whoever has watched you, with a view to listen to and report your conversation, has grossly misrepresented you. But the Presidents of Nicaragua and Costa Rica have much to learn in the duties of a just and wise administration, if they consider it proper or dignified to collect the remarks of foreign ministers in conversation, and gravely report them to the world as grievances demanding its interposition, or at any rate its condemnation. If you had given any just cause of dissatisfaction to the governments of those republics, as I am satisfied you have not, there was another course open to them, far more befitting the occasion than this, and that was to make a

representation of the circumstances to the government of the United States, in which case an inquiry would have been instituted, and an efficient remedy, if necessary, would have been applied.

As to the statement it has been thought proper to make, that "all the official agents of the United States in Nicaragua have been the accomplices and auxiliaries of the invaders," I know nothing of it except what is mentioned in this paper, and its position there in the absence of all proof, is not sufficient to entitle it to confidence. I repeat the assurance already given with relation to yourself, that, if any of these agents have justly rendered themselves obnoxious to such charges, let the governments considering themselves injured by their conduct, transmit to this department specific charges, embodying these or any other accusations, with evidence in support of them, and the subject shall receive immediate attention, followed by such action as may be justly called for.

As to the protectorate which is invoked for the "independence and nationality of the Republics of Nicaragua and Costa Rica," it is a subject very easily disposed of, so far as the United States have any concern in the question. The President has no belief that either of the powers thus publicly and improperly appealed to, has ever given the least encouragement to such a proposition, nor had any reason to anticipate it. The French government has voluntarily disclaimed any connexion with M. Belly, and has given assurances that it has no designs upon Central America, but on the contrary has avoided any interference of that kind. A guarantee for the general use and security of a transit route, and also for its neutrality, is a desirable measure which would meet the hearty concurrence of the United States. These views have already been made known to the governments of Costa Rica and Nicaragua, and they have been informed "that the President indulges the hope that these routes may yet be considered, by general consent, as neutral highways for the world, not to be disturbed by the operations of war."

These great avenues of intercommunication are vastly interesting to all commercial powers, and all may well join in securing their freedom and use against those dangers to which they are exposed from aggressions or outrages, originating within or without the territories through which they pass.

But the establishment of a political protectorate by any of the powers of Europe, over any of the independent States of this continent, or in other words, the introduction of a scheme or policy which would carry with it a right to interfere in their concerns, is a measure to which the United States have long since avowed their opposition, and which, should the attempt be made, they will resist by all the means in their power.

The reasons for the attitude they have assumed have been fully promulgated, and are every where well known. There is no need upon this occasion to recapitulate them. They are founded on the political circumstances of the American continent, which has interests of its own, and ought to have a policy of its own, disconnected from many of the questions which are continually presenting themselves in Europe, concerning the balance of power, and other subjects

of controversy, arising out of the condition of its States, and which often find their solution or their postponement in war. It is of paramount importance to the States of this hemisphere that they should have no entangling union with the powers of the old world; a connexion which would almost necessarily make them parties to wars having no interest in them, and which would often involve them in hostilities with the other American States contiguous or remote. The years which have passed by since this principle of separation was first announced by the United States, have served still more to satisfy the people of this country of its wisdom and to fortify their resolution to maintain it, happen what may.

The progress of events has rendered the inter-oceanic routes across the narrow portions of Central America vastly important to the commercial world, and especially to the United States whose possessions, extending along the Atlantic and Pacific coasts, demand the speediest and the easiest modes of communication. While the just rights of sovereignty of the States occupying this region should always be respected, we shall expect that these rights will be exercised in a spirit befitting the occasion, and the wants and circumstances that have arisen. Sovereignty has its duties as well as its rights, and none of these local governments, even if administered with more regard to the just demands of other nations than they have been, would be permitted, in a spirit of eastern isolation, to close these gates of intercourse on the great highways of the world, and justify the act by the pretension that these avenues of trade and travel belong to them, and that they choose to shut them, or what is almost equivalent, to encumber them with such unjust regulations as would prevent their general use. The United States do not seek either the control or the exclusive use of these routes. They desire that the advantages should be equally common to all nations. Nor do they claim to interfere with the local governments in the determination of the questions connected with the opening of the routes, and with the persons with whom contracts may be made for that purpose. What they do desire, and mean to accomplish, is that the great interests involved in this subject should not be sacrificed to any unworthy motive, but should be guarded from abuse, and that when fair contracts are fairly entered into with American citizens, they should not be wantonly violated.

Other nations will no doubt pursue the same course in relation to their citizens or subjects who may have similar interests.

But besides these general considerations applicable to this subject, there are others which impose additional obligations upon these Isthmian powers, and which bear with equal force upon their relations with other nations. Several of these powers, and Nicaragua especially, have in fact, by their public proceedings, invited the co-operation of the capital and industry and enterprise of the world in order to open these lines of communication. The citizens of the United States have contributed their full share towards the accomplishment of the enterprise, and this government intends to use the means in its power to protect them in the enjoyment of their rights. The good

faith of Nicaragua has been committed, and large sums have been expended looking to its faithful observance.

A paper has recently appeared in the public journals, to which I have already referred, purporting to be a contract between the governments—the presidents rather—of Costa Rica and of Nicaragua, and Mr. Belly, a French citizen, and his associates, constituting a new canal route company, and providing for its operations. Nothing is known here officially of the authenticity of this paper, but it carries with it a strong probability that it is genuine, and presuming it to be so, it furnishes you with an occasion to lay before these governments the views of the United States respecting their own interests, and the interests of their citizens involved in the contracts for opening transit routes. So far as regards the action of Costa Rica, the President adheres to the views laid down in the instructions to our special agent, Mr. Jones, a copy of which has been communicated to those governments, and also furnished to yourself. And the United States, while they interpose no objection to an amicable adjustment by those republics of the question of their boundary line, will recognise no arrangement which interferes with the existing transit interests as insisted on in those instructions.

The United States no more claim for their citizens an exclusive right to form contracts for opening these transit routes than they claim for them the exclusive use of the routes when the work is completed. Their construction is a fair object of competition for the citizens and subjects of all other powers. The work is as open to M. Belly and his associates as to any other enterprising person. There are but two points connected with this matter which have any interest for the United States, or which would justify their intervention. The first is that no contract with M. Belly, or with any one indeed, should interfere with engagements previously existing with American citizens, but that all such engagements should be preserved inviolate; and the second is that the regulations and conditions of the grant should be such as to render the routes free and safe to all nations, but controlled by no one, and upon moderate and reasonable terms. It would be equally impolitic and unjust for these governments, in a desire to make these great undertakings profitable to themselves without furnishing any contribution towards their construction, to levy onerous charges upon the persons and property destined to pass over them, and by this means interpose serious obstacles to their general use. These local governments should look to the vast benefits which these enterprises will bring to the countries through which they pass, and not strive by excessive impositions to make them sources of revenue, and defeat by this ill-judged measure the very object sought to be obtained.

It is not necessary that I should enter into a detailed examination of M. Belly's contract. There are physical and financial obstacles, as well as political ones, in the way of its execution, some of which can hardly be overcome. I shall therefore only advert to one of the provisions, rather with a view to the future proceedings of these governments than from any practical bearing it will have in this case.

But previously to doing so I will bring to your notice one extraor-

inary stipulation which it could scarcely have been expected would be acceptable to the United States, and which must have been entered into in the anticipation of their objections to it. Those objections are insurmountable.

This obnoxious arrangement provides that the French government shall have the right to keep two ships-of-war stationed in the waters of Lake Nicaragua for the entire duration of the works.

I am persuaded that this proposition will meet no favor from the French government, and that its name has been introduced here unwarrantably and without its knowledge. The equality and security of these inter-oceanic routes constitute a great portion of their value to the world, and all commercial powers are interested in their maintenance. An exclusive right in one of these powers to exercise a permanent armed intervention would give serious cause of dissatisfaction to all the others, and the United States freely avow their determination to oppose such a measure should the governments of Costa Rica and Nicaragua attempt to carry it into effect. But there are additional considerations applicable to this contract with M. Belly, and to other contracts for similar purposes entered into by the government of Nicaragua, which commend themselves to the government of the United States and will not be disregarded. There are several American citizens who, with different interests, claim to have formed engagements with the proper authorities of Nicaragua for opening and using the transit routes, with various stipulations defining their privileges and duties, and some of these contracts have already been in operation. This government has neither the authority nor the disposition to determine the conflicting interests of these claimants; but what it has the right to do, and what it is disposed to do, is to require that the government of Nicaragua should act in good faith towards them, and should not arbitrarily and wrongfully divest them of rights justly acquired and solemnly guaranteed. The United States believe it to be their duty, and they mean to execute it, to watch over the persons and property of their citizens visiting foreign countries, and to intervene for their protection when such action is justified by existing circumstances and by the law of nations. Wherever their citizens may go through the habitable globe when they encounter injustice they may appeal to the government of their country, and the appeal will be examined into with a view to such action in their behalf as it may be proper to take. It is impossible to define in advance and with precision those cases in which the national power may be exerted for their relief, or to what extent relief shall be afforded. Circumstances as they arise must prescribe the rule of action. In countries where well defined and established laws are in operation, and where their administration is committed to able and independent judges, cases will rarely occur where such intervention will be necessary. But these elements of confidence and security are not everywhere found, and where that is unfortunately the case the United States are called upon to be more vigilant in watching over their citizens, and to interpose efficiently for their protection when they are subjected to tortious proceedings, by the direct action of the government or by its indisposition or inability to discharge its duties.

But there is yet another consideration which calls for the attention of this government. These contracts with their citizens have a national importance. They affect not ordinary interests merely, but questions of great value, political, commercial, and social, and the United States are fully justified by the considerations already adverted to in taking care that they are not wantonly violated, and the safe establishment of an inter-oceanic communication put to hazard or indefinitely postponed. The course of the government of Nicaragua with relation to these engagements contains nothing in it re-assuring for the future. Contracts duly executed with all the forms of law, carrying with them important vested rights, have been arbitrarily set aside by executive decrees—a mode of proceeding not recognised in the contracts themselves,—and without resorting to the action of judicial tribunals. The facts in dispute have been unjustly assumed, and the hand of violence has been laid upon solemn engagements, which ought to have found their security in the good faith of the government. I am not aware that in any case has the forfeiture of a contract been declared in any other way than by an arbitrary executive decree. This is a state of things to which no nation is bound to submit. It is vain to expect that the means of men and money, required from other nations for the execution of these works, will be furnished in the face of such manifestations of bad faith. Without confidence these great enterprises must fail; nor is it probable that one of them requiring a heavy outlay would now be undertaken and completed without some surer guarantee for their protection than would be furnished by the engagements of these Central American States. The danger of violation is too well known and appreciated to justify the expectation of the investment of capital under such unpropitious circumstances.

So long as a pecuniary object is supposed to furnish a motive for rescinding existing contracts and forming new ones, without any regard to vested rights, no progress will be made in the construction of canals, or of other permanent and expensive works for transportation.

The United States acting in behalf of their citizens, object to this system of confiscation, and they do not doubt but that they will have the concurrence of all other powers who have similar interests in these vastly important measures. What the United States demand is that in all cases where their citizens have entered into contracts with the proper Nicaraguan authorities, and questions have arisen or shall arise respecting the fidelity of their execution, no declaration of forfeiture either past or to come, shall possess any binding force unless pronounced in conformity with the provisions of the contract, if there are any, or if there is no provision for that purpose, then unless there has been a fair and impartial investigation in such a manner as to satisfy the United States that the proceeding has been just, and that the decision ought to be submitted to.

Without some security of this kind, this government will consider itself warranted, whenever a proper case arises, in interposing by such means as it may think justifiable in behalf of its citizens who may have been or who may be injured by such unjust assumption of power.

The course of the government of Nicaragua with relation to

the treaty concluded by the plenipotentiaries of that republic and of the United States on the 16th of November last, has given serious dissatisfaction to the President. That treaty, had it been ratified by both parties, would have provided for the satisfactory arrangement of all the unsettled questions between them. It was negotiated by agents furnished with full powers, and on its reception in Nicaragua it met the approbation of the President and was sent by him to the constituent assembly for its ratification, and was constitutionally ratified by that body. The disposition since made of it is unknown to this government. It is known, however, that the just expectations of this government have been disappointed, and that, too, under circumstances of the most unpleasant character. Assurances were more than once received from the Nicaraguan minister here, and I am well persuaded he believed them, that the treaty had been ratified and was already on its way to this country by a special messenger, and you also were firmly persuaded, by the circumstances you stated, that such had been the action of the Nicaraguan government.

On the 28th of March you announced to this department the ratification of the treaty, and on the 28th of April you reported that you had been led into error upon this subject. You explained the causes which had misled you, and certainly they were such as to justify the impression they produced and to lead to the conviction that you were intentionally deceived. It is deeply to be regretted that the President of that republic, when he received your congratulations upon the ratification of the treaty, did not promptly and frankly point out to you your error so that you might communicate the true condition of affairs to your own government.

You refer to a conversation which you had with the minister of foreign relations on the 26th of May, and during which he made representations which it is difficult to reconcile with the proprieties belonging to his position, or with the facts themselves, so far as these are known to this department. At this interview, as an excuse for the inaction of the Nicaraguan government, he stated to you that certain amendments and modifications had been forwarded to Mr. Buchanan, and that as soon as Mr. Buchanan's answer was received, which he said would be in about eight days from that time, the government would be able to speak more definitely about its fate. This personal reference to the chief magistrate of a country, with the avowal that a correspondence had been opened with him by the minister of foreign affairs of another government, is a procedure at once uncourteous and unusual in the intercourse of nations. But besides this objection, there is yet another. No application has been made for a modification of the treaty, either to the Chief Magistrate himself or to the officer charged under his directions with the management of the foreign relations of the country. This statement of the minister, therefore, is only a new and unsuccessful effort to account for the delays which have taken place, and adds, obviously, to the responsibility of the government of Nicaragua.

No explanation has been received from that government justifying or extenuating its proceeding, nor is it known here what is the present situation of the treaty, nor what disposition it is intended to make of

it. Had it been duly ratified and exchanged, it would have removed all existing causes of complaint, and would have laid the foundation for the most amicable relations and the most useful and active intercourse between the two countries. The conduct of the government of Nicaragua has still more complicated those relations, and placed the two countries in a critical position.

This government, however, yet indulges the hope that a returning sense of justice may induce the governments of Nicaragua and of Costa Rica to recognise their duties and to afford redress for the serious causes of complaint which the United States have urged.

But it is proper they should both distinctly understand that the American people and government have yielded enough to the weakness of those republics, and without doing them injustice, they will now take care and do justice to themselves. Preparatory to such action as may be necessary, a naval force will be stationed at San Juan del Norte, and also at San Juan del Sur, and at Realejo, with orders to afford all necessary protection to the persons and property of American citizens, and the commanding officers will be directed to communicate with you, and you will not fail to keep them advised upon all subjects which may relate to the execution of the duties thus entrusted to them.

I am, &c.,

LEWIS CASS.

M. B. LAMAR, Esq., &c., &c., &c.

[Memorandum by Department of State.]

General Lamar, in presenting to the minister of foreign affairs of Nicaragua a copy of the foregoing despatch of the 25th of July, 1858, deemed it expedient to omit the following passage:

* * "The most careless observer of passing events must be convinced that if military expeditions met no opposition in the United States from the public authorities, the spirit of adventure, originally called into action by Nicaragua itself, and fostered by subsequent occurrences, would send to that country, without delay, bands of enterprising men, who would soon obtain control over its affairs, and change the whole course of its policy, probably of its destiny."

* * * * *

The President of Costa Rica, previously to any application from General Lamar to that effect, having "disclaimed the principles and policy of the '*Rivas manifesto*' as having originated in mistaken conceptions," General Lamar considered it proper to omit delivering that part of the same despatch which relates to this document.

DECLARATION.

The supreme chiefs of the two republics of Nicaragua and Costa Rica, assembled at Rivas, after having settled the questions which divided the two republics, and having re-established peace and the

most complete harmony between them with a common accord, and in order to secure the independence and safety of the two countries, as well as of all the States of Central America :

Considering that a fresh invasion of American filibusters still menaces the independence of Costa Rica and Nicaragua, in contempt of all the laws that protect nations and that guaranty the lives and properties of citizens in civilized countries ;

That this invasion, officially reprobated by the government of the United States, is preparing in reality under its patronage as the means of definitively taking possession of Central America, if Central America refuse to surrender itself voluntarily to the United States.

That hitherto all the official agents of the United States at Nicaragua have been the accomplices and auxiliaries of the invaders, acting as masters, and audaciously hoisting the flag of the United States in all parts where, as at San Juan del Sud, the flag of Nicaragua only ought to float, and openly menaced Central America with an inevitable annexation.

That the minister actually accredited to Nicaragua boasts in public of peremptorily proposing this ultimatum ; either the legal possession of Nicaragua by the ratification of the treaty Cass-Yrisarri, or a fresh invasion of the filibusters already organized at Mobile under the American flag.

That, moreover, the government of the United States has, according to official reports made to that of Costa Rica by its minister plenipotentiary at Washington, declared that it was utterly powerless to prevent fresh attempts by the filibusters, or to protect the neutrality of Central America, owing to the insufficiency of the laws of the United States on this head.

Considering that three years of war and devastation have deprived the two republics of the means of resisting a fresh attack on the part of many thousands of brigands ; that the towns of Nicaragua are destroyed, in whole or in part ; that their commerce is annihilated ; their population decimated ; and that, after a desperate resistance, which testifies their patriotism, they must succumb before a superiority of numbers, unless Europe deign at last to defend them against attempts unprecedented in the nineteenth century :

They declare solemnly—

1. That they place the convention above mentioned, relative to the canal of Nicaragua, under the patronage of civilized Europe, by appealing to the justice and humanity of all Christian nations against the attacks of pirates and bucaners, of whom they have been for three years the victims.

2. That they place the independence and nationality of the republics of Nicaragua and Costa Rica under the guarantee of the three powers who have caused the independence and nationality of the Ottoman empire to be respected, namely, France, England, and Sardinia.

3. That they supplicate the governments of these three powers not any longer to leave the coasts of Central America without defence, its rich countries at the mercy of barbarians, and the future route of the trade of the world without a serious guarantee of liberty and neutrality.

4. That they bind themselves, in the name of their people, to accept

from those three powers all the conditions they may attach to their assistance: provided the public law of civilized Europe be extended to all the States of America, and imposed by force, if need be, on those who so audaciously violate it.

In faith whereof, they sign the present declaration.

RIVAS.

TOMAS MARTINEZ.

JUAN RAFAEL MORA.

MAY 1, 1858.

Mr. Lamar to Mr. Cass.

[Extract.]

No. 25.]

LEGATION OF THE UNITED STATES,
San José, September, 29, 1858.

* * * * *

The next day I received a letter from the President in reference to the "Rivas Manifesto," (of which I transmit a copy, No. 5,) disclaiming the principles and policy of that document as having originated in mistaken conceptions, and apologizing in an honorable manner for the unmerited offence therein offered to the government and people of the United States. It appeared to me that this reparation was prompted by correct motives, and tendered in a spirit of frankness and conciliation; and moreover, that it was the paving of the way to a good understanding and a just conception of the true interests of the respective nations, and was virtually an invitation, spontaneously given, to enter at once upon a frank and friendly adjustment of past differences, and a pledge of a corresponding course of procedure for the future. * * * * *

[Translation.]

No. 5.]

SAN JOSÉ, *September 16, 1858.*

DISTINGUISHED SIR: Governments, like individuals, are liable to err in their deliberations; and when this does happen, a sense of justice and truth demands a due reparation, which, on the other hand, is entirely in keeping with the honor itself of nations and of their governments. In pursuance of this principle and, after the satisfactory statement of your excellency, which gives expression to the views and friendly sentiments of your government in regard of Central America, I have the satisfaction that the sentiments uttered and the policy pointed out, in the declaration of the 1st of May last, made at Rivas, in Nicaragua, in reference to the worthy President of the United States and to his respectable minister to the governments of Nicaragua and of Costa Rica, have ceased to exist on the part of this government, nor can they now exist among the people of Costa Rica. That docu-

ment was draughted under the influence of suspicions which derived their origin from mistaken notions, from which cause the parties, under such circumstances, had it not in their power to lay down a sound judgment, which is neither singular nor without example in history. Being now convinced of the groundlessness of those sentiments, I hold myself to be put under the duty of freely and spontaneously renouncing them, and of expressing the full confidence which I entertain in the good faith and upright intentions of the President of the United States; and I do this with so much the more satisfaction, inasmuch as you assure us that your government is friendly to the nationality and independence of Central America. Under the auspices of its generous friendship and good will Costa Rica considers herself to be safe.

I improve this occasion to tender to General Lamar the assurances of the high esteem and particular regard with which I have the honor to be, your obedient servant,

JUAN R. MORA.

His excellency MIRABEAU B. LAMAR,
Minister Resident of the United States in Costa Rica.

Mr. Jerez to Mr. Cass.

[Translation.]

WASHINGTON, October 4, 1858.

EXCELLENT SIR: The undersigned has the honor of addressing you with the information, that the government of Nicaragua has appointed him its minister plenipotentiary and envoy extraordinary, to the government of the United States, with the special charge to carry on the treaty negotiations, now pending between the two countries.

The reason which has moved the government of the republic to send this legation to the United States, is founded in a desire to take the most efficient steps to bring this important negotiation to a speedy and happy end; and at the same time, to evince the right sentiments, which Nicaragua entertains for this administration, which on its part, has addressed itself to the adoption of measures calculated to confirm the friendly relations, which ought to be cultivated by the two governments.

The undersigned having accepted this charge, with a satisfaction, consonant with his personal convictions, has seen, not without much regret, an obstacle growing out of a document known by the name of the "Belly Manifesto;" a document signed by the presidents of Nicaragua and Costa Rica; and this, because that document contains various suppositions, offensive to the United States, and to its government.

The administration of Nicaragua, has already disavowed this document, since, through a communication of the Secretary of Foreign Relations, understood by me as not having yet been received at the Department of State, dated August 25th, ultimo, and addressed to the

representative of the United States, in that country, it has given assurance that it is the scheme of private individuals, and is not its act, and that it bears neither a public nor an official character. But it is the duty of the undersigned also, in pursuance of his instructions, to state that the government of Nicaragua regrets the appearance of such a document; that it disavows the same, and especially does it disown all belief in the allegations which it contains against the honor and the conduct of the United States; but, on the contrary, that it entertains a sincere gratitude for the administration of this country for the energy and the rectitude with which it has expressed itself in behalf of the rights of Nicaragua, and with which it has counteracted the piratical attempts of the enemies of that republic.

The uttering of this declaration is gratifying to the undersigned, for, having not the least reference to the power of this nation, it simply flows from a sentiment of strict justice.

The undersigned being desirous to make a beginning in the discharge of his duties so soon as possible, has the honor of enclosing to your excellency a copy of the autograph letter which accredits his mission; and at the same time he begs that you may be pleased to obtain orders from his excellency, the President of the United States, in reference to his official reception.

Be pleased, sir, to accept the tender of the high consideration and respect of your obedient servant,

MAXIMO JEREZ.

Hon. LEWIS CASS, *Secretary of State.*

Mr. Lamar to Mr. Cass.

No. 31.] U. S. LEGATION IN COSTA RICA AND NICARAGUA,
San José, October 28, 1858.

SIR: I beg leave to enclose a copy of a letter, received last evening from the President of Nicaragua, in relation to the "Rivas Manifesto" of the first of May last. It is of the same purport as that of the President of Costa Rica on the same subject, and I presume was written at the suggestion of the latter. I have not yet replied to it.

I have the honor to be, very respectfully, your obedient servant,
MIRABEAU B. LAMAR.

The Hon. LEWIS CASS,
Secretary of State, Washington.

[Translation.]

MANAGUA, September 25, 1858.

MY DEAR SIR: From my private correspondence with Don Juan Rafael Mora, President of the Republic of Costa Rica, and from the conviction of that gentleman of the error into which we have fallen in the declaration of the 1st of May, último, in regard to the worthy President of the United States, and of his respectable minister to the gov-

ernments of Nicaragua and Costa Rica, I am authorized to declare frankly to your excellency that that act, although not an official one, was drawn up under the influence of weighty, although ill-grounded, suspicions.

Being now convinced of the truth, I deem it to be the duty of justice freely and spontaneously to disavow those sentiments, and to express the full confidence which I have of the good faith and right intentions of the President of the United States, under the gratification with which you have inspired us by the assurances that your government is a friend of the nationality and independence of Central America.

I avail myself of the occasion to tender to General Lamar the assurances of my respect, and of the particular esteem with which I have the honor to subscribe myself,

His obedient servant,

THOMAS MARTINEZ.

His excellency General MIRABEAU B. LAMAR,

Minister Resident of the Government

of the United States in Nicaragua and Costa Rica.

AFRICAN NEGROES.

The President to Mr. McLain.

WASHINGTON CITY,
September 7, 1858.

SIR: After our conversations on the subject, I understand you to propose that the Colonization Society, for and in consideration of the sum of forty-five thousand dollars, to be paid by the government of the United States, shall receive in Liberia, from the agent of the United States, the three hundred and odd African negroes now at Fort Sumter, near Charleston, and furnish them comfortable shelter, clothing, provisions, and medical attendance for the period of one year from the time of their landing. The society shall also, during this period cause the children to receive schooling; and they engage that all of these Africans, whether children or adults, shall be instructed in the arts of civilized life suitable to their condition. It is distinctly understood, that under no circumstances will the government of the United States be called upon for any additional expenses above the sum of forty-five thousand dollars.

I hereby accept this proposition, so far as my constitutional competency extends, and shall recommend to Congress to make the appropriation necessary to carry it into effect. In the meantime I can advance no money to the Society, as none has been appropriated by law for this purpose.

When you signify explicitly in writing, on behalf of the society,

that they will in good faith carry all these engagements into effect, the contract will then be completed, and held valid and binding.

Yours, very respectfully,

JAMES BUCHANAN.

Rev. WILLIAM McLAIN,

Financial Agent of the Colonization Society.

Mr. McLain to the President.

COLONIZATION ROOMS,

Washington, September 8, 1858.

Your favor of the 7th instant is received. You have correctly stated the proposition which I made; and I hereby engage, in behalf of the American Colonization Society, to carry into effect all the engagements therein contained to the satisfaction of the President and for the welfare of the recaptives.

W. McLAIN,

Financial Secretary of the American Colonization Society.

The PRESIDENT of the United States.

Mr. Gurley to the President.

COLONIZATION OFFICE,

Washington, November 30, 1858.

SIR: I have the honor to state that the executive committee of the American Colonization Society have authorized me to say, in regard to the contract made by them with the government for the support of the Africans sent to Liberia by the Niagara, which was founded on an estimate of three hundred persons, of whom a number have died, "that this society will not claim to hold the government to the original contract price, but will make such deduction therefrom as, under the circumstances, may appear just and reasonable."

I now return, with thanks, the paper you were pleased to place in our hands, and have the honor to be, with profound respect, sir, your most obedient servant,

R. R. GURLEY.

Hon. JAMES BUCHANAN,

President of the United States.

Mr. Rainey to the President.

[Per steamer Avon.]

RECAPITULATION.

PORTO GRANDE, CAPE DE VERDES,
October 23, 1858.

Negroes originally taken on board the Echo	-	-	-	455
Died on passage	-	-	-	141
Died after capture	-	-	-	8
Died in Fort Sumter and Charleston	-	-	-	35
				<hr/> 184
Survivors received on board United States frigate Niagara—				
Males	-	-	-	226
Females	-	-	-	43
Infants	-	-	-	2
				<hr/> 271
Died on board the Niagara—				
Males	-	-	-	56
Females	-	-	-	1
				<hr/> 57
Total remaining on board—				
Males	-	-	-	170
Females	-	-	-	42
Infants	-	-	-	2
				<hr/> 214
Died in all since leaving Africa	-	-	-	241
				<hr/>
Original shipment from Kabenda—				
Negroes	-	-	-	455
				<hr/> <hr/>

Very respectfully,

THOMAS RAINEY,

*Special Agent of the United States.**The PRESIDENT of the United States.*

 BY JAMES BUCHANAN, PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION.

Whereas the Territory of Utah was settled by certain emigrants from the States and from foreign countries, who have for several years past, manifested a spirit of insubordination to the Constitution and laws of the United States. The great mass of those settlers, acting under the influence of leaders to whom they seem to have surrendered their judgment, refuse to be controlled by any other authority. They have been often advised to obedience, and these friendly counsels have

been answered with defiance. Officers of the federal government have been driven from the Territory for no offence but an effort to do their sworn duty. Others have been prevented from going there by threats of assassination. Judges have been violently interrupted in the performance of their functions, and the records of the courts have been seized and either destroyed or concealed. Many other acts of unlawful violence have been perpetrated, and the right to repeat them has been openly claimed by the leading inhabitants, with at least the silent acquiescence of nearly all the others. Their hostility to the lawful government of the country has at length become so violent that no officer bearing a commission from the Chief Magistrate of the Union can enter the Territory or remain there with safety; and all the officers recently appointed have been unable to go to Salt Lake or anywhere else in Utah beyond the immediate power of the army. Indeed, such is believed to be the condition to which a strange system of terrorism has brought the inhabitants of that region, that no one among them could express an opinion favorable to this government, or even propose to obey its laws, without exposing his life and property to peril.

After carefully considering this state of affairs, and maturely weighing the obligation I was under to see the laws faithfully executed, it seemed to me right and proper that I should make such use of the military force at my disposal as might be necessary to protect the federal officers in going into the Territory of Utah, and in performing their duties after arriving there. I accordingly ordered a detachment of the army to march for the City of Salt Lake, or within reach of that place, and to act, in case of need, as a posse for the enforcement of the laws. But, in the meantime, the hatred of that misguided people for the just and legal authority of the government had become so intense that they resolved to measure their military strength with that of the Union. They have organized an armed force far from contemptible in point of numbers, and trained it, if not with skill, at least with great assiduity and perseverance. While the troops of the United States were on their march, a train of baggage wagons, which happened to be unprotected, was attacked and destroyed by a portion of the Mormon forces, and the provisions and stores with which the train was laden were wantonly burnt. In short, their present attitude is one of decided and unreserved enmity to the United States and to all their loyal citizens. Their determination to oppose the authority of the government by military force has not only been expressed in words, but manifested in overt acts of the most unequivocal character.

Fellow-citizens of Utah, this is rebellion against the government to which you owe allegiance. It is levying war against the United States, and involves you in the guilt of treason. Persistence in it will bring you to condign punishment, to ruin, and to shame; for it is mere madness to suppose that, with your limited resources, you can successfully resist the force of this great and powerful nation.

If you have calculated upon the forbearance of the United States—if you have permitted yourselves to suppose that this government will fail to put forth its strength and bring you to submission—you

have fallen into a grave mistake. You have settled upon territory which lies geographically in the heart of the Union. The land you live upon was purchased by the United States and paid for out of their treasury. The proprietary right and title to it is in them, and not in you. Utah is bounded on every side by States and Territories whose people are true to the Union. It is absurd to believe that they will or can permit you to erect in their very midst a government of your own, not only independent of the authority which they all acknowledge, but hostile to them and their interests.

Do not deceive yourselves nor try to mislead others by propagating the idea that this is a crusade against your religion. The Constitution and laws of this country can take no notice of your creed, whether it be true or false. That is a question between your God and yourselves, in which I disclaim all right to interfere. If you obey the laws, keep the peace, and respect the just rights of others, you will be perfectly secure, and may live on in your present faith, or change it for another, at your pleasure. Every intelligent man among you knows very well that this government has never directly or indirectly sought to molest you in your worship, to control you in your ecclesiastical affairs, or even to influence you in your religious opinions.

This rebellion is not merely a violation of your legal duty; it is without just cause, without reason, without excuse. You never made a complaint that was not listened to with patience. You never exhibited a real grievance that was not redressed as promptly as it could be. The laws and regulations enacted for your government by Congress have been equal and just, and their enforcement was manifestly necessary for your own welfare and happiness. You have never asked their repeal. They are similar in every material respect to the laws which have been passed for the other Territories of the Union, and which everywhere else (with one partial exception) have been cheerfully obeyed. No people ever lived who were freer from unnecessary legal restraints than you. Human wisdom never devised a political system which bestowed more blessings or imposed lighter burdens than the government of the United States in its operation upon the Territories.

But being anxious to save the effusion of blood, and to avoid the indiscriminate punishment of a whole people, for crimes of which it is not probable that all are equally guilty, I offer now a free and full pardon to all who will submit themselves to the authority of the federal government. If you refuse to accept it, let the consequences fall upon your own heads. But I conjure you to pause deliberately, and reflect well, before you reject this tender of peace and good will.

Now, therefore, I, JAMES BUCHANAN, *President of the United States*, have thought proper to issue this, my PROCLAMATION, enjoining upon all public officers in the Territory of Utah, to be diligent and faithful, to the full extent of their power, in the execution of the laws; commanding all citizens of the United States in said Territory to aid and assist the officers in the performance of their duties; offering to the inhabitants of Utah, who shall submit to the laws, a free pardon for the seditions and treasons heretofore by them committed;

warning those who shall persist, after notice of this proclamation, in the present rebellion against the United States, that they must expect no further lenity, but look to be rigorously dealt with according to their deserts; and declaring that the military forces now in Utah, and hereafter to be sent there, will not be withdrawn until the inhabitants of that Territory shall manifest a proper sense of the duty which they owe to this government.

In testimony whereof, I have hereunto set my hand, and caused the seal of the United States to be affixed to these presents.

Done at the city of Washington, the sixth day of April, one thousand and eight hundred and fifty-eight, and of the independence of [L. S.] the United States the eighty-second.

JAMES BUCHANAN.

By the President:

LEWIS CASS, *Secretary of State*.

REPORT OF THE SECRETARY OF THE INTERIOR.

DEPARTMENT OF THE INTERIOR,
December 2, 1858.

SIR : In the administration of the Interior Department, there is no subject of greater magnitude or of deeper interest to the people of the United States, than that of the public lands. Our system of disposing of them is the most just and equal, and, at the same time, the most conducive to their rapid settlement and reclamation from a wild and unproductive state, that has ever been devised by any government which has possessed extensive tracts of uncultivated land. It is a system peculiar to the United States, and is based upon the simple but just principle, that, as the public domain is the property of the people of all the States collectively, any individual desiring to appropriate to himself any particular portion of it, is allowed to do so by paying into the common treasury a moderate consideration.

Large grants have been made by Congress, from time to time, to several of the States, of portions of the public lands lying within their respective limits, to be applied to public uses. The principle on which this has been justified is, that, as a landed proprietor, the United States receives full remuneration for the grants, in the enhanced value and more ready sale of the residue of the public lands, resulting from the execution of the respective trusts by the several States.

With but few exceptions, grants have never been made to individuals, except as a remuneration for meritorious services, or for the public benefit.

In our earlier legislation provision was made for passing the title to individuals for limited quantities of land, embracing their improvements, when their only claim of title was possession or settlement at or prior to certain dates. This policy, which grew out of the peculiar condition of French, Spanish, and British settlements, was but temporary, applicable to certain circumstances, and regarded as a measure of justice, and for quieting titles, rather than as a donation of lands.

In Florida, however, and in the Territories of Oregon, Washington, and New Mexico, not only was provision made for the allowance of the claims of settlers, who were then upon the public lands, without the payment of a consideration, but donation grants were offered to persons who should emigrate and settle within specified periods of time. Such donations, though inuring to individuals, were made as a means of public defence, and were believed to be well calculated to promote the military strength of distant settlements exposed to the hostile attacks and predatory visits of Indian tribes ; but, as a measure of public policy, it has proved fallacious, and ought not to be renewed. These proffered donations have always been coupled with the condition

of actual settlement and occupancy for a period of not less than four years; and the rights and benefits accruing therefrom, though not alienable by the settler, have been secured to his heirs in case of his death. On account of the length of residence required, and the other conditions imposed on claimants, the result thus far has been, that complications have arisen in determining titles, and in these complications and consequent delays the titles to the adjacent lands have been involved.

The enterprise and fondness for change which characterize the frontiersman, too often make him impatient of so long a residence before enjoying the absolute control of his settlement, and an improvident forfeiture of his claim is frequently incurred.

Wherever the pre-emption laws are available as a means of securing homes, the settlers will generally prefer to pay for their lands, and complete their titles at once, rather than wait for years, and then obtain their patents without the payment of any consideration. This is made evident by the fact that Congress has been constrained, from a sense of justice to those who have sought to avail themselves of the benefit of the several donation acts, to pass laws for their relief, substituting payments in cash in lieu of further continued residence.

As an apt illustration of these views, I will refer to the practical working of the donation system in the State of Florida. The grant of land under the act for the armed occupation of Florida, approved August 4, 1842, was limited to two hundred thousand acres. The eagerness of settlers to avail themselves of the benefits of this grant is shown by the issuance of one thousand three hundred and twenty-one permits for one hundred and sixty acres each, which amounted in the aggregate to two hundred and eleven thousand three hundred and sixty acres.

In the year 1844, a supplemental act was passed, substituting cash payments for the condition of continued residence; and under the original and supplemental acts only one hundred and sixteen claims have been finally approved and patented, amounting to eighteen thousand five hundred and sixty acres.

On the 1st of July, 1848, another act was passed for the relief of those to whom permits had been granted, dispensing with continued residence on the specific tract. This act required the employment of an agent for the adjustment of this class of cases, and it appears that two hundred and eighty-three claims under it were approved and patented, amounting to forty-five thousand two hundred and eighty acres. There still remain fifty-seven claims suspended for various causes, amounting to nine thousand one hundred and twenty acres—and few, if any, of these will ever be carried into patent—whilst there are eight hundred and sixty-five claims which have been absolutely forfeited and cancelled, amounting to one hundred and thirty-eight thousand four hundred acres. From the foregoing statement it will be perceived that only about one-twelfth of the whole area proposed to be granted has been secured finally to claimants under the acts of 1842 and 1844, (and a small portion of this was paid for;) that not one-fourth has been finally secured under the relieving act of 1848, and that more than two-thirds has been wholly forfeited.

I have no hesitancy therefore in expressing the opinion that a system of donations of this character, while it is not called for by the *bona fide* settler, is unwise, unjust, unequal, and fraught with mischief. It has embarrassed communities and retarded rather than accelerated settlements.

Under our system of public sales and pre-emption rights, settlements have been made on a secure and permanent basis. The tide of emigration has rolled westward from the Atlantic coast, driving the Indian before it, and leaving in its rear flourishing States and prosperous communities, till it has now reached the heart of the continent ; while from the shores of the Pacific, for several years past, the enterprising pioneer has been on his steady march eastward, exploring unknown territory, and bringing to light the rich mine and the prolific soil which the industrious settler will soon occupy and improve.

The system yielding these results has been the work of enlightened legislation, extending through half a century. It is peculiarly adapted to the wants and characteristics of our people. It lies at the foundation of our rapid progress as a nation, has developed our physical resources, and, in my opinion, needs no material change.

The report of the Commissioner of the General Land Office, which accompanies this communication, shows the scope and magnitude of this branch of the public service, and demonstrates the promptness and energy with which its operations have been conducted.

During the fiscal year ending June 30, 1858, there have been disposed of to individuals 9,607,058.46 acres of the public lands, of which 3,804,908 acres were sold for cash, yielding \$2,116,768 ; and 5,802,153 acres were located with military bounty land warrants.

Of the quantity sold for cash 817,529.35 acres were sold at and above one dollar and twenty-five cents per acre, and yielded \$1,150,166 73 ; whilst 2,987,397.11 acres were sold at graduated prices, for which the sum of \$966,601 29 was received into the treasury.

These figures show a greater diminution of cash receipts from the sales of public lands than was anticipated. But the condition of the people in the frontier States and Territories was such, that to bring lands heretofore unoffered into market during the past summer was deemed oppressive to the settlers thereon. The crops had, for the most part, failed. In some localities sickness, and in others floods, had occasioned losses and distress, whilst the scarcity of money was everywhere prevalent and paralyzing. But as a longer postponement of the sales, it is believed, would be prejudicial to the welfare and prosperity of the respective communities, and as a liberal indulgence has already been afforded to the settlers upon unoffered lands, it is contemplated to bring into open market several millions of acres during the ensuing year.

The lands which have been sold and located during the year were, in the main, for actual settlement or cultivation.

On the 30th September, 1858, the quantity of surveyed lands ready to be brought into market was 61,951,049 acres ; and there were then subject to sale at private entry, at all the land offices, over 80,000,000 acres.

Under the various acts of Congress, of 1847, 1850, 1852, and 1855,

there have been issued 516,768 military bounty land warrants, requiring 55,731,890 acres of the public domain to satisfy them. Of these, 416,632 had been located, to the 30th September last, on 44,238,030 acres of land, leaving outstanding 100,136 warrants, calling for 11,493,860 acres of land.

The report of the Commissioner of the General Land Office exhibits the progress now being made in the several surveying districts, in the preparation of other and additional lands for sale; and it may be confidently expected that during the next calendar year the receipts from the sales of public lands, and the quantities sold and located will be greatly increased. It is estimated that, without some detrimental change in our system, the income from this source will reach at least five millions of dollars.

By the act of Congress of March 2, 1849, and September 28, 1850, those swamp and overflowed lands in the several States in the Union, made thereby unfit for cultivation, which remained unsold, were granted to the States, respectively, to enable said States to reclaim all the swamp and overflowed lands within their limits.

The aggregate quantity of land selected and reported to the 30th of September last, as inuring to the States under these grants, is 55,129,492.13 acres; of which there have been approved and certified to said States, under the act of 1849, 7,379,994.23 acres, and under the act of 1850, 33,543,187.38 acres; making an aggregate of 40,923,181.61 acres.

Patents have been issued under the act of 1850 for 28,716,834.11 acres; and if to this quantity we add the 7,379,994.23 acres embraced in certificates issued under the act of 1849, which have the same effect as a patent, we shall have an aggregate of 36,096,828.34 acres, for which a complete title has passed to the States.

These munificent grants, if wisely applied by the respective States, will enable them to reclaim and open to settlement and cultivation the most fertile lands lying in the valley of the Mississippi, which, had they been retained by the United States, and left in their natural condition, would have retarded the growth of the country for an indefinite time, being unavailable for production, and a fruitful cause of disease and death.

During the 34th Congress several acts were passed making grants of public lands to the States of Iowa, Alabama, Florida, Louisiana, Wisconsin, Michigan, Mississippi, and Minnesota, to aid in the construction of certain railroads within these States, respectively.

These grants were made in 1856, principally; and about the time of the passage of the various laws, appeals were made to this department to close the local land offices, and withdraw from market the public lands which, it was supposed, would be likely to fall within fifteen miles of the proposed roads. This request was acceded to, and when I took charge of the Department of the Interior, I found a very large amount of lands in the States mentioned thus withheld from sale and settlement. The grants made by Congress to States, so far as accepted, have been transferred by them to railroad companies. Desirous of allowing the companies every reasonable facility in availing themselves of the full benefit of the bounty of Congress, yet believ-

ing the continued withdrawal of the lands from market for any great period of time would operate injuriously upon other interests in those States, notice was given that a reasonable time would be allowed the companies to locate the routes definitely, and in the event of their failure to do so, the suspension of the lands would be removed.

The length of the railroads provided for, under the legislation of the 34th Congress, in the several States mentioned, so far as the grants therefor have been accepted, is, as ascertained partly by estimate, 4,649½ miles, and the quantity of land which will pass to the companies, 11,789,687 acres.

Of the lands which had been withdrawn from market, more than 18,590,000 acres have been restored since March 3, 1857, and it is expected that additional quantities will be restored early in the year 1859.

It is now satisfactorily ascertained that mines of the precious metals are to be found in the Territories of Washington, Oregon, New Mexico, and Kansas, and the time has arrived for the government of the United States to adopt some definite policy as to its mineral lands. Under the act of March 3, 1853, providing for the survey of the public lands in California, the surveyor general is prohibited from laying off, by subdivisional lines, those townships of land which are mineral.

The several laws securing the right of pre-emption to actual settlers specially provide that this right shall not attach to mineral lands, and when mineral lands have been sold special provisions have been made for the disposal of them. The question presented is, shall these mineral lands be forever withheld from market, and kept open for all persons who may desire to work them and gather their rich products, or shall they, like agricultural lands, be surveyed and sold, and thus pass into the ownership of individuals? This question is interesting and of great moment; and I submit whether it would not be a wise and sound policy at this time to pass a general law reserving all auriferous, silver, and cinnabar mines—the precious metals—from sale, for the use and occupancy of the people of the United States, under such regulations as Congress may prescribe, and leaving those lands containing copper, iron, lead and coal—the useful minerals—subject to the ordinary laws of settlement and sale for their development. The extent of these defies estimate, and gives assurance to our people, in the future, of unbounded wealth.

Peace and quiet have been restored to Utah, and some additional legislation will be required to place its inhabitants on an equality with those of the other Territories.

The organic act provides that the Constitution and laws of the United States, not locally inapplicable, shall be in full force in said Territory. It is an unsettled question whether this general provision, unsupported by any other act of legislation, secures to the settlers upon the public lands in Utah the rights and benefits of the several pre-emption laws. In that Territory we have already more than two millions of acres returned as surveyed and ready for market. Occupants are upon these lands, and want to obtain titles to their homes; and I submit whether it would not be an act of justice to the people of Utah to establish in that Territory a land office, and at the same time

in express terms extend the pre-emption laws, so as to embrace all the inhabitants residing within its limits.

By the treaty of 1838 with the several tribes of New York Indians, a tract of land lying in the southern part of Kansas, and containing, by estimate, 1,824,000 acres, was reserved and set apart for the future home of those Indians. Nine different tribes were parties to this treaty, and it was stipulated and agreed that such of the tribes as did not accept and agree to remove to the country set apart for their future homes, within five years, should forfeit to the United States all interest in lands so set apart. Twenty years have elapsed, and no one of these tribes, as tribes, has accepted the conditions of the treaty. Individual members of the tribes, however, have removed, and are now settled upon this reservation. According to the estimate made at the date of the treaty, the quantity of lands reserved was sufficient to allot each soul of all the tribes three hundred and twenty acres of land. Although the Indians, as tribes, have forfeited all claim to the tract of land reserved for them, yet those who have removed are in equity entitled to their pro rata share. A due regard to the welfare and prosperity of the Territory of Kansas demands that these lands should be surveyed and opened to settlement and sale. Indeed, a large number of settlements has already been made within the limits of the reservation, and the people are anxious to acquire titles to their homes. Justice to the resident Indians cannot be done without congressional aid, and I recommend the passage of a law securing to the emigrant Indians the amount of land to which they may be equitably entitled, and declaring the residue public lands open to settlement.

Under the acts of Congress making appropriations for the Post Office Department, approved March 3, 1855, and March 3, 1857, pre-emption rights are secured in certain cases to mail contractors. Great difficulty and embarrassment have arisen in the execution of these laws, and that interpretation has been adopted as most consistent with the terms as well as with the obvious design and meaning of these laws, which confines the benefit of the act to those routes extending *through* the Territories, from the line of the States west of the Mississippi river to New Mexico, Utah, or points on the Pacific slope. By allowing the first contractors the right of purchase, and therefore of exclusive control of the best locations for stage stands, which may be established along the great lines across the continent, it is apprehended that great embarrassment will arise in the future. It is suggested that these laws may be changed with great advantage to the service. If, instead of allowing contractors the right of purchase, limited quantities of land, at proper distances, were reserved for the use of the postal service along these routes, by which each successive contractor should have the use and control of the reservations during the continuance of his contract, and no longer, it is believed that in the future letting of contracts, a great economy would be effected for the service, and I cannot but commend such a change in the law to the favorable consideration of Congress.

Much labor and perplexity have grown out of the execution of the graduation law, approved August 4, 1854. The third section of that

act required the party applying to make an entry at the graduated price, to make affidavit "that he or she enters the same for his or her own use, and for the purpose of actual settlement and cultivation, or for the use of an adjoining farm or plantation owned or occupied by him or herself;" and that, "together with said entry, he or she has not acquired from the United States, under the provisions of this act, more than three hundred and twenty acres of land." It is idle to make these requirements and not enforce them; and, therefore, the action of the Land Office has been to require proof of a compliance with the conditions of the law before delivering the patents to the respective claimants. Purchasers neglect or fail to make the proof in very many cases, hence suspensions become numerous, and progress with business is prevented, to the injury of the citizen and the government. On the 3d of March, 1857, Congress interposed, and confirmed all the entries made at graduated prices prior to that date, with a few exceptions, to the great relief of the claimants and the Land Office. Since then other similar entries have been allowed and in regular order carried into patents, which have been forwarded to the local officers for delivery, upon satisfactory proof being adduced of a compliance with the terms of the law.

It is believed that the graduation law will continue to prove a fruitful source of fraud and annoyance, unless some change is made in its terms. Congress should require proof of settlement and cultivation prior to the admission of the entry, or should release the purchaser from the conditions now imposed.

INDIAN AFFAIRS.

For full information in respect to our Indian relations, I refer you to the report of the Commissioner of Indian Affairs, and the accompanying reports of the different superintendents and agents.

During the past year there has been much excitement among the wild tribes in the interior of the continent. The withdrawal of the troops from the military posts on the frontier, and their march through the Indian country to the Territory of Utah; the passage of the many supply trains of great magnitude, with their numerous attendants, over the long route to the same destination; and the discovery of new gold mines in the Territories of New Mexico, Kansas, and Washington, and in the British possessions adjacent to our northern boundaries west of the Rocky mountains, have set in motion a large class of adventurers, who have traversed extensive tracts of country heretofore untrod save by Indian tribes. The opening of three wagon roads, and the establishment of the overland mail routes across the continent, have presented new inducements and facilities for travelling over the plains of the interior; and all these causes combined have had no little influence in disturbing our amicable relations with those nomadic tribes, that subsist almost exclusively upon the spoils of the chase. Although acts of hostility have resulted in some localities, it is a gratifying fact that, with trifling exceptions, the tribes with which we have existing treaty stipulations have kept their faith, and have enjoyed a season of peace and comparative plenty.

When the exigencies of the service compelled the War Department to withdraw the troops stationed among the tribes on the frontier, our agents expressed serious apprehensions of outbreaks; but those fears have for the most part proved groundless. In those cases in which the ill-feeling of some, and the dishonesty of others, have led to open hostilities, our gallant army, by a timely chastisement, has taught the delinquents a lesson which will not soon be forgotten. Conquest has thus paved the way for the introduction of our policy of peace, on which rests the only hope of the friend of the red man that there is any good in store for him and his posterity.

With the exception of the marauding bands that wander about the boundary between the United States and Mexico, towards whom we should pursue an energetic and decisive policy, the great mass of the Indians are now in a condition and temper to inspire the hope that increased success will crown the efforts now making for their improvement.

They are becoming too well acquainted with our power to be willing to measure their strength with us on the battle field. A wholesome fear of, and respect for our government have been inspired, and they will not, as tribes, wantonly incur our displeasure. The sword is effectually opening the way for the ploughshare, and little now remains to be done to secure perpetual amity with the several tribes, and give fair scope to their growth in civilization, except to have a full and explicit understanding with them, and to prevent, if possible, their being misled by lawless and dishonest white men.

In all our dealings with the Indians, in our treaties, laws, and policy, the end sought to be attained has been the welfare and elevation of the race; to induce them to abandon their thriftless life and barbarous manners, and adopt the faith and practices of the Christian. Our success, thus far, has not been commensurate with our efforts and expenditures, but it cannot, with truth, be said that the attempt to civilize the Indian is altogether a failure.

In reviewing the past it is easy to point out errors which have been committed, but difficult to designate a general policy which, in all respects, would have been better, and the introduction of a new system, at any time, would not be without its drawbacks and difficulties.

A due regard to the interests of our own people has compelled the government to remove the Indian tribes originally inhabiting the middle, southern, and western States, to habitations further west. In some instances one removal has followed another; change has succeeded change; and this unsettled state of affairs has been detrimental to the progress of the tribes in civilization, and antagonistic to the efforts made to convert the Indian from the ways of his forefathers to the faith and habits of our own people.

When new reservations have been assigned to tribes, too often the boundaries allowed have been disproportionately large, and their situation has thus invited them to continue the hunter life. Their extensive domain has been held in common, and therefore separate individual property, so essential to individual exertion and general industry, has been comparatively unknown among them. The heavy

annual largesses that have been given to some tribes, when divided among their people at stated periods, amount to a stipend, which, without furnishing an adequate support, is yet large enough to destroy their self-reliance, repress such industry as physical want might otherwise compel, and create a taste for profligacy, which strengthens their natural aversion to constant labor or employment.

These characteristics of our past policy should be changed. Removals of tribes should be avoided. Separate lands should be assigned to individuals, without the power to alienate or encumber them; and money annuities should be expended for the common good, instead of being divided per capita.

Upon this line of policy this department has acted in the negotiation of the recent treaties with the Pawnees, Poncas, and Yancton Sioux, and in the administration of the Indian service generally, so far as the provisions of existing treaties will admit. It is now proposed that Congress shall authorize the substitution of mechanical and agricultural implements, seeds, clothing, household furniture, and other articles necessary to industry and comfort, and the application of funds to educational, charitable, or civil uses, in lieu of payments in money, in all cases where such substitution is practicable and believed to be conducive to the welfare of the Indians.

The Cherokees, Choctaws, Chickasaws, and Creeks, have regular governments, and give evident proofs of progress. The Choctaws have recently passed through an exciting and violent political contest. A regular convention had met and framed a constitution, and without submitting its adoption to a popular vote the convention had undertaken, in the exercise of its delegated sovereignty, to declare the constitution thus framed to be in full force and effect.

The government under this constitution went into operation by the election and qualification of all the necessary officers, and the department had recognized the authorities thus constituted by paying into their hands the annuities due the nation. Opposition to this constitution, however, arose. A new convention was called together without authority of law; another constitution was framed, and the advocates of the movement claimed to have the support of a majority of the Choctaw people. Civil war was impending, and both parties appealed to this department for support. The superintendent, acting under instructions, was enabled, by sustaining the regular government, constituted in pursuance of law, to effect a reconciliation of parties by procuring from the recognized authorities such concessions as proved satisfactory to the revolutionists, and thus peace and harmony were restored to this interesting community.

By the treaty with the Creeks, concluded in 1856, a portion of their country was set apart for the exclusive occupancy of the Seminoles, and an appropriation was pledged for the expenses of removing that portion of the Seminole tribe then still remaining in Florida in a state of hostility. For more than twenty years a few warriors of this tribe had baffled the energetic efforts of our army to effect their subjugation and removal. Millions had been spent, and many valuable lives sacrificed, but still they eluded capture, and could not be induced to remove and unite with their brethren west of the Mississippi

river. In this condition of things, Colonel Rector, the southern superintendent, was instructed to take with him the agents of the Creeks and Seminoles, with a delegation of leading men of each tribe, and visit the everglades of Florida, and if possible effect the removal of these desperate refugees. With great tact and fidelity he carried out his instructions, and succeeded in inducing all the leading warriors to abandon their fastnesses, smoke with him the pipe of peace, and accompany him to the country set apart for them and their brethren. One hundred and sixty-four were thus removed, and immediately it was proclaimed that hostilities were at an end.

The economy with which this emigration was effected reflects great credit upon the officer who was entrusted with its management. He has been instructed to return to Florida this winter, and remove a scattered remnant still left behind who have made known their willingness to join their friends in their new homes.

There is nothing which has so often disturbed and destroyed our amicable relations with the more remote tribes, as the failure on our part to comply with promises and agreements made by officers and agents, whom the Indians have regarded as duly authorized to speak for our government. To this cause we must, for the most part, ascribe our recent difficulties with the Indians in Washington Territory. Treaties had been negotiated with them some two or three years ago, by which they agreed to retire upon small reservations in consideration of a promise on our part to erect buildings, establish shops, and schools, and make annual presents of blankets, clothing, and useful implements.

These treaties not having been ratified, the Indian office has been compelled to disappoint the expectations of the Indians, who very naturally became dissatisfied. The frequent trespasses committed by the whites, who, not anticipating the delay in the ratification of the treaties, in many instances settled upon the land which by the treaties was ceded to the United States, aggravated the discontent of the Indians, until it manifested itself in acts of open hostility.

Peace has been again obtained by conquest, but the exact terms upon which it has been made are not at this time known to the department.

The proper management of those Indians, whose title to the lands they occupy has never been recognized by the United States, is a problem of most difficult solution. I do not refer to the scattered remnants of Indian tribes, still remaining in some of the older States of the Union, who are not brought under the supervision of the Commissioner of Indian Affairs, but to the Indians in the States of California and Texas. The policy adopted by Congress in regard to these Indians has been to gather them, as far as practicable, upon reservations, with the expectation that, under the guidance and protection of the Indian agents, they would support themselves by their labor, and improve in morals and in the arts of civilized life. During the last summer steps were taken to obtain correct and reliable information of the working of this system.

A partial report from Texas gives the gratifying intelligence of the

good conduct of our agents, and the comfort and progress of the Indians on the reservations.

The information in regard to the working of the system in California is discouraging. The product of the several farms is altogether inadequate to the support of the Indians, and the expense of the system, as heretofore managed, is enormous.

This is to be attributed, in a great measure, to the unnecessarily large number of white persons employed, and it would seem that, without a radical reform in this and other particulars, the system will not be attended by a success commensurate with the cost.

Directions have been given to dismiss the laborers and employés, who have been retained heretofore at a very heavy expense, and to employ Indian labor alone in cultivating and improving the farms, and in herding the stock. Proper allotments of land inside the reservations, are to be assigned to each family as their own private property, and each individual is to be fully secured in the possession and enjoyment of the fruits of his own labor; industry and virtue are to be encouraged by suitable rewards, and distinguished from idleness and vice. The Indians are, moreover, to be informed that unless they produce their necessary supplies, they can no longer expect that food will be furnished them at the expense of the United States. With a view to carry out the policy here indicated, the estimates for the Indian service in California for the next fiscal year have been reduced to the sum of fifty thousand dollars.

In southern California there are still numerous bands of Indians that have no permanent locations. Where they are found in desirable places they are often intruded upon and driven away by white men; and feeling no confidence that they can retain a place of permanent abode, they wander about ready for any mischievous enterprise. If this department had authority to assign homes to such, in the possession of which they might be protected, there is hope that they could eventually be made useful members of a community in which they are now dangerous vagrants.

The Pimas and Maricopas, of Arizona, are agriculturists, and have fixed abodes. Before they are interfered with by emigration, reservations of proper extent should be assigned to them; and so soon as a definite understanding can be had with the Apaches, Camanches, Kiowas and other roving tribes of the interior, the same policy appears to be most proper to adopt in regard to them. These tribes will soon have to be localized; and to enforce quietude and keep them within the limits of their own possessions, the utmost watchfulness and firmness will be required.

I take occasion here to renew the recommendations made in my last annual report, that a district court should be established in the country occupied by the Choctaws, Chickasaws, Cherokees, and Creeks, and that the intercourse laws should be revised and codified.

With the authority from Congress, so to commute the annuities of Indian tribes, that they may be expended with their consent and approbation for the common good, to divide existing tribal reservations among the individuals of the tribes respectively, with such restrictions upon the power of alienation as will remove all temptation

to speculation ; to assign lands as homes to those Indians who have no fixed abode; and to prescribe the boundaries within which the migratory bands will be required to remain, I should hope for the best results from the efforts of this department to ameliorate the condition of the Indians under its supervision.

PENSIONS.

The current business of the Pension Office in all its branches has been brought up to date, and the large clerical force which was required for the execution of the bounty land act of 1855 can be dispensed with at an early day.

During the year ending 30th September last, 13,815 bounty land warrants were issued, requiring 2,034,420 acres of land to satisfy them. This added to the quantity shown by my report of last year, makes the whole amount of public lands granted for military services up to September 30, 1858, 62,739,362 acres. Under the acts of 1847 and 1855, there are about 74,000 bounty land claims pending in the office, originally suspended on account of informality, irregularity, or defective proof. Many of these cases are called up from time to time by the parties interested for re-examination, requiring a large amount of labor and patient investigation in the disposition of them.

The whole number of army pensioners under the various acts of Congress is 10,723, requiring for their payment the annual sum of \$902,700 29.

The whole number of navy pensioners is 892, and the aggregate amount of their annual payments is \$130,501 10.

The entire amount which has heretofore been paid under the various pension and bounty land acts, far exceeds all the anticipations of those who advocated their enactment, and will be learned by the country with some surprise. It appears that the total disbursement for pensions up to this date is about \$90,000,000. If to this sum we add the bounties in land, 62,739,362 acres, and estimate that land at one dollar and twenty-five cents per acre, the total amount granted for bounties and pensions will be \$168,424,202.

It is not improper to a full understanding of the subject in this connexion, to review the operation of some of the pension laws, and to refer to the estimates on which others were based.

Take for illustration the law granting invalid pensions. During the ten years preceding the year 1815, the annual expenditure on account of invalid pensions averaged \$98,000. During the ten years succeeding 1815 the average was \$256,000 per annum. At the present time it is \$445,000 per annum. This constant increase can only be accounted for by the peculiar provisions of the laws under which the allowance is made. The disability may have wholly ceased, yet the department has no authority, under existing laws, to withhold the pension of an invalid once granted. The examinations are generally made by physicians unknown to the office, *ex parte*, and most frequently long after the occurrences which originate the disability; yet, being undisputed, their certificates are received as good and sufficient testimony.

With a view of showing the impossibility of arriving in advance at any reasonable conception of the expenditures which will be required by a pension law, I will refer you to the history of the passage of two enactments, one of 1832, and the other of 1853, occurring more than twenty years apart.

On the 7th of June, 1832, forty-nine years after the close of the revolutionary war, "an act supplementary to the act for the relief of certain surviving officers and soldiers of the revolution" was passed. While that bill was under consideration, a committee of the House of Representatives went into an elaborate calculation in order to ascertain the number of persons then living who were embraced by its provisions, and the annual amount of money it would require. The conclusion was that the number of soldiers who would claim and be entitled to its benefits was 10,057, and that the annual expenditure would be \$907,608. On this calculation the bill was passed. The number of claims filed under the law during the first year was about 25,000. The whole number filed under it exceeds 38,600. The whole number admitted was 33,414.

The whole amount expended for pensions in the year 1831 was \$1,281,679 71. In 1833 it was \$5,100,203 97. The increase caused by the act of June 7, 1832, was therefore \$3,815,524 26, more than four times as much as the committee estimated the bill would require.

It was further estimated by the committee that at the end of seven years, fifty-five years after the war of the revolution, there would be none surviving to receive its benefits. Now if the whole number, 10,057, which it was supposed would receive pensions under this law had lived out the seven years, it would have required \$6,353,226 to have met its entire requirements, according to the calculation of the committee. But this of course was not anticipated, inasmuch as they expected that the whole number of beneficiaries would have passed away within the seven years. It is fair then to presume that one-half of this amount, \$3,176,613, was all that was expected to be drawn from the Treasury under its provisions. Twenty-six years have elapsed since the passage of that law, and about two hundred soldiers are yet on the rolls, and the gross amount expended under the act is now over \$18,000,000.

On the passage of the act of February 3, 1853, granting pensions to the widows of revolutionary soldiers married subsequent to 1800, the estimate of the office was that \$24,000 would be sufficient for the first year. That amount, however, was found wholly inadequate, and the additional sum of \$200,000 was asked for and appropriated in the deficiency bill of the succeeding session for that purpose.

There are other facts on this subject of curious interest. Fifty-three years after the war of the revolution 5,000 widows were living, whose marriages took place prior to 1783. Nearly 100 of them are yet alive. In 1838, fifty-five years after the close of the war, 11,870 widows were living who were married between 1783 and 1794. In 1848, sixty-five years after the war, 6,442 of the 11,870 were still alive.

In my last annual report you were informed that a practice which had obtained in the Pension Office, of paying to the representatives

of deceased revolutionary soldiers and their widows, the pensions which they would have received had the proof been satisfactorily established during their lifetime, had been overruled by me as unauthorized by law. During the last fiscal year this decision has saved to the treasury \$118,000.

While I have the greatest confidence in the watchfulness and integrity of the officers who have heretofore had the direct management of the Pension Bureau, the development of the frauds which have been palmed off upon that office is astounding. During the last year fraudulent bounty land claims amounting in the aggregate to about 175,000 acres, have been detected and exposed. Previous investigations had brought to light a fraudulent issue of about 225,000 acres. Four of the perpetrators of these frauds have been convicted and sentenced during the last year; one, against whom the evidence was conclusive, escaped punishment under the statute limiting prosecutions to two years from the commission of the offence; and thirteen others have been regularly indicted and are awaiting their trials. The boldness and ingenuity with which these impostors have presented, pressed, and successfully prosecuted their cases, have equalled anything recorded in the annals of crime. In some cases they have even imposed upon their immediate Representatives in Congress, and made them the vehicles of conducting their correspondence for establishing their fraudulent claims. They are generally a class of men who have managed to maintain respectable names in the communities in which they live, so that nothing but the most convincing proof, furnished from the records of the office, can satisfy the juries of their guilt. Public justice and the fair reputation of the government alike demand that these offenders should be brought to condign punishment.

The recommendations made in my last annual report respecting the equalizing of army and navy pensions, the extension of the statute of limitations in cases of frauds attempted and perpetrated upon the pension office for the procurement of land warrants, and the passage of a statute to prevent and punish the forging of land warrants are respectfully renewed.

For the greater protection of the recipients of land warrants, a law should also be passed, making it penal to forge or counterfeit an assignment of the same.

DISTRICT OF COLUMBIA.

The report of the Commissioner of Public Buildings presents a view of the operations of this branch of the service during the last year, and of the expenditures made under the supervision of that officer.

The west wing of the building occupied by the Department of the Interior, and the improvements around it, have been completed in a handsome and acceptable manner. The construction of the north front is progressing satisfactorily, and when finished the entire structure will reflect much credit, not only upon the author of the general design, but also upon the skill of those employed in its execution. The estimated cost of this portion of the building was four hundred and fifty thousand dollars without a portico, or five hundred and

twenty-five thousand dollars with a portico. The aggregate amount of four hundred thousand dollars was appropriated by the thirty-fourth Congress for this purpose. It is now estimated that to complete the building without the portico, to grade and enclose the grounds, and to lay off and improve the interior court, an additional appropriation of fifty thousand dollars will be sufficient:

The constitution of the United States confers upon Congress exclusive legislative control over the District of Columbia, but does not allow its inhabitants any voice in its deliberations. This territory, in extent originally ten miles square, reduced to its present limits by a retrocession to the State of Virginia of so much as lies west of the Potomac, consists of three distinct divisions, each governed by its own peculiar laws and regulations: Georgetown, incorporated prior to the war of the revolution, but whose powers and limits have since been confirmed and enlarged by various acts of legislation; Washington city, set apart by the President "for the permanent seat of the government of the United States," under authority of the act of 16th July, 1790, and reported to Congress as such by Gen. Washington on the 13th December, 1791; and the country outside the boundaries of these cities but within the limits of the District. That Congress has not been unmindful of the obligations thus resting upon it, is evident from the very liberal appropriations which have, from time to time, been made for the embellishment of the national capital. More than twenty-four millions of dollars have already been expended from the treasury for public buildings and other purposes, and improvements are now in progress, to complete which, large additional amounts will be required. In addition to the public buildings, the United States still retains divers lots, squares and reservations in the city of Washington, which, at the assessed value, are worth \$13,412,293 36. Under such circumstances, the people of the whole country must ever feel a deep and abiding interest in the prosperity and progress of their metropolis.

With a view to the good government of the people of the District of Columbia, Congress, at an early day, re-enacted the laws of Maryland then in force, and it has since, as occasion seemed to require, passed others for their benefit, and provided the means necessary for their enforcement. As regards the cities of Georgetown and Washington, the inhabitants have also, by special enactments, been authorized to provide for all matters of local interest within their respective limits. The corporate authorities of each have been invested with full and unrestricted power to levy and collect taxes, and to expend the same in any manner which, in their judgment, may conduce to the health and improvement of their cities, and the general good and prosperity of the people thereof.

The past legislation of Congress has been examined with some care, to ascertain if possible, whether any fixed or determinate line of policy has ever been adopted in reference to objects of appropriation within the city of Washington; what class of improvements Congress has undertaken to make, and what has been left for the city. But the search has been in vain, or, rather, Congress has from time to time made appropriations for almost every conceivable object.

Public squares and open spaces have been enclosed and improved, streets and avenues have been graded and paved, lamps have been lighted along them and are still kept burning, shade trees throughout the city have been planted and protected, sewers and drains have been constructed and kept open, a police force has been maintained under the control of the Mayor of the city, the portion of the City Hall in which the circuit and district courts are held, has been paid for, the jail, the penitentiary, the infirmary, several engine houses, and the armory have been built, and the bridges across the Potomac and Eastern Branch have been erected and are still kept up by appropriations from the Treasury of the United States. With this record of past legislation, it is but natural that the people of the city should turn their eyes to Congress, and not to the city authorities, when any appropriation is needed or desired for additional improvements of a public character. Hence, petitions have been presented representing the various wants of the city, and concluding with the request, that in the regular annual estimates required to be laid before Congress, items may be included for enclosing and improving Franklin square, and the triangular spaces along Pennsylvania avenue, the opening of certain streets, the extension of the City Hall for the accommodation of the criminal court, the erection of a more secure and commodious jail, and various other objects. I have not, however, felt at liberty to comply with these requests, but have restricted the estimates for the next fiscal year to the actual requirements of existing laws, and to those usual and regular appropriations which have annually received the sanction and approval of Congress. Yet I am satisfied that if some definite understanding could be reached, by which the corporate authorities could know what expenditures they are expected to make, and what fairly and justly devolve upon the general government, the future prosperity and improvement of the city would be greatly promoted.

The subject is environed with difficulties; but still, for all practical purposes, Congress could, if so disposed, adopt some intelligible line of policy, which would save the representatives of the people from those complaints which are so often made, of their neglect in respect to these matters. The squares and open spaces belong to the United States. The city authorities have never been empowered to enter upon and improve them without the consent of the President or Congress. As they are the property of the government, any improvements made upon them will, of course, inure to its benefit; consequently, they should be paid for by it; and, as soon as the condition of the treasury will admit of the expenditure, I recommend that they all be enclosed and handsomely improved. On the contrary, the opening of streets and avenues, grading, paving and lighting the same, the constructing of sewers and drains, the erection of markets, the support of a police, and whatever may be necessary for the health and cleanliness of the city, properly belong to the city authorities, and the expenses growing out of them should be raised by taxation in the usual manner. Whether the government, as a property holder, should contribute to these ends in proportion to its interest in the city, is a

question which addresses itself exclusively to the discretion of the national legislature.

The addition to the City Hall for the accommodation of the criminal court, and the erection of a new jail, are subjects which commend themselves to the attention of Congress. Such buildings are usually erected by the people of the locality for whose convenience they are required, and in the present instance, they are the best judges of the necessity for additional accommodations. There is, however, at present, no means by which the views of the people of the entire District can be taken in reference to these matters, nor, indeed, for raising by taxation the amount required for the improvements suggested, should Congress direct them to be made at their expense. Under these circumstances, therefore, the improvements, if made, should be made at the expense of the general government; or a law should be passed, creating a court or tribunal clothed with power to levy the necessary taxes on the whole District to meet the expense, as it would be manifestly unjust to require the people of Washington to defray the entire cost of objects equally used by and useful to the people of Georgetown and those living outside the limits of either city.

The third annual report of the board of visitors of the government hospital for the insane, and the report of the superintendent of that institution, who also acts as architectural superintendent and disbursing agent in the construction of the edifice, are herewith communicated. At the beginning of the last fiscal year, July 1, 1857, there remained in the hospital one hundred and ten patients. During that year forty-three were admitted, and thirty-six discharged, leaving, on the 1st of July, 1858, one hundred and seventeen inmates. Of the whole number remaining and admitted into the institution during that year, namely, one hundred and fifty-three, twenty-seven were from the army, thirteen from the navy, one hundred and eleven from civil life, and two from the Soldiers' Home. Of these, one hundred and thirty-two were white, and twenty-one colored. Twelve were independent or pay patients.

This institution was established by act of Congress, in 1855, and its objects were avowed to be "the most humane care and enlightened curative treatment of the insane of the army and navy of the United States, and of the District of Columbia." Plans for the buildings had previously been approved by the Executive, and Congress has recognized and sanctioned them; first, by an appropriation of one hundred and ten thousand seven hundred and twenty-one dollars for the erection of the first four sections of the building, and, afterwards, by an appropriation of one hundred and thirty-eight thousand six hundred and seventy-three dollars, for the erection of the centre and three sections of the wings. The first four sections have been completed, furnished, and occupied for nearly four years. The appropriation for the centre will be sufficient to complete that portion of the building; and an estimate is now submitted for furnishing it. The completion of the whole building, according to the design originally adopted and approved, will require a further appropriation of seventy-six thousand one hundred and eleven dollars. To arrest the work at this time would be followed by some sacrifices, if the plan is ever to

be carried out, and, for the present, prevent the necessary permanent improvement of the grounds around the establishment. Privacy and freedom from intrusion are important elements in the curative treatment of the unfortunate patients; and these can never be attained to any satisfactory extent while the erection of the building is in progress; and to secure the objects of the institution, as it is now absolutely necessary to occupy the portions already completed, the workmen should be excluded as soon as possible. The superintendent has shown in the past such energy, economy, and efficiency in pressing the work to completion, as well as in the discharge of all the duties of his position, as entitle him to your confidence. The edifice when completed, with all its conveniences and appliances, will be a model of its kind, and will reflect the highest credit upon the humane and liberal policy of the government.

It is gratifying to find, from the annual report of the president of the Columbia Institution for the instruction of the deaf and dumb and the blind, herewith transmitted, that its present condition is much more prosperous than it was one year ago. With the additional aid of three thousand dollars, granted by Congress at its last session, the debts which then burdened it have been paid, and the maintenance and tuition of its pupils fully secured. During the year ending the 30th of June last, there were in the institution eighteen pupils, twelve of whom were mute and six blind. The receipts for the same period amounted to \$6,513 25, of which \$5,125 75 were contributed by the government: \$2,125 75, under the act of February 16, 1857, for "maintenance and tuition therein," being at the rate of one hundred and fifty dollars per annum for each pupil admitted upon the order of this department; and \$3,000, under the act of May 29, 1858, "for the payment of salaries and incidental expenses of said institution." The disbursements amounted to \$6,193 88, leaving a balance on hand at the commencement of the present fiscal year.

The management and present condition of the penitentiary will be understood from the accompanying report of the Board of Inspectors, and those of the warden, clerk, physician, chaplain, and matron of the institution. The number of convicts at the close of the year ending September 30, 1857, was 75. On the 30th of September, 1858, the number was 108—66 white and 42 colored. The Inspectors are of opinion that they have at length succeeded in effecting an arrangement by which the labor of the convicts will be made to pay the cost of their maintenance, thus relieving the government of all charges for that purpose. If the system, adopted with that view, should accomplish this much, a great improvement upon the past will have been gained. A fair trial shall, at all events, be made, in order to test its practicability, and, under the guidance of our intelligent Board of Inspectors, I have every confidence in its success.

WAGON ROADS.

The wagon roads placed under the direction of this department, have all been located, and for the most part constructed. There is a material improvement of the new over the old routes. Complete reports from some of the superintendents have already been received

the others are in course of preparation. As soon as they are all completed and received they will be communicated to Congress. It is confidently expected that these reports will embody much interesting and useful information in regard to the respective routes, and the extensive regions of country through which they pass.

Under the act approved June 5, 1858, authorizing a survey of the boundary line between the State of Texas and the territories of the United States, an effective commission was organized and directed to co-operate with such agents as might be selected by the authorities of Texas. The joint commission was expected to leave San Antonio early in November, for the initial point of their operations on the Rio Grande.

PUBLIC DOCUMENTS.

By a resolution adopted on the 20th of March, 1858, Congress so far amended the joint resolution adopted January 28, 1857, "respecting the distribution of certain public documents," as to increase the number to be placed at the disposal of this department to three hundred and fifty copies of each document printed by order of either branch of Congress, and to direct the distribution thereof to be made to such colleges and other institutions named in the resolution referred to, as should be designated by "the representative in Congress from each Congressional district, and by the delegate from each territory in the United States."

This provision of law relieves the department from the responsibility of selecting the institutions to which the books are to be sent, and limits its duty to the very simple operations of receiving the documents, distributing so many as can be equally apportioned to the several congressional districts and institutions entitled to receive them, and retaining the remainder subject to such future disposition as Congress may direct to be made of them.

From the commencement of the present Congress there will remain, after supplying one institution in each congressional district, and such other public libraries as are entitled to receive the books under special acts of Congress, with one set of documents, a surplus of one hundred and seven sets; for the distribution of which further legislation will be required.

Under the resolution, as originally passed, there should have been placed at the disposal of this department two hundred and thirty-seven sets of books, as follows:

From the Department of State, 187 sets.

From the Library of Congress, 50 sets.

Those from the State Department have been supplied, and the Librarian has furnished those required from him to make up the number to which the department is entitled for the 34th Congress, with the exception of twenty copies of "Senate miscellaneous documents," and twenty copies of "Senate documents," vol. 18, of the 1st and 2d sessions. An effort is being made to secure these volumes from other sources, with fair prospects of success.

The number of institutions entitled to receive these documents is at present two hundred and forty-three, being six more than can be sup-

plied by this department under the resolution originally passed, even if the whole number therein provided for shall be placed at its disposal. These six, however, can each be supplied with a full and complete set of the House documents, numbering fifty-four volumes, and including nearly all of the more valuable publications made by order of the 34th Congress.

Up to the present time two hundred and ten complete sets (each containing one hundred and three volumes) of the documents of the 34th Congress have been distributed, and seven perfect sets remain on hand. In addition to this we have twenty sets complete, lacking two volumes each. All the demands thus far made upon the department for these books have been met; but it will be impossible, with the means now on hand, fully to execute the law so far as relates to the documents of the last Congress, unless the missing volumes above referred to be obtained.

The librarian of Congress was directed by the resolution of the 28th January, 1857, also to transfer to this department the fifty additional copies of the documents printed by order of either House, "for the purpose of exchange in foreign countries," under the resolution of July 20, 1840, and the fifty copies of "the public journals and documents of the House of Representatives," directed by resolution of April 30, 1844, "to be deposited in the Library of Congress," and a list of the books thus received is herewith submitted. These are in broken sets, and some of them in a damaged condition, owing, as I am informed by the librarian, to the fire which some years since destroyed the Congressional Library, and the insecure manner in which they have since been kept. They are consequently of but little value; yet it is recommended that some provision be made for their distribution, that the space occupied by them may be used for other and more useful purposes.

CENSUS.

The Constitution provides that the actual enumeration of the inhabitants of the United States shall be taken at periods of every ten years, in such manner as shall be directed by law. The near approach of the period for taking the eighth census, makes it incumbent upon Congress at this session to provide the means necessary for the commencement of the work.

The law approved May 23, 1850, providing for taking the seventh census, was drawn with great care, and it requires that if no other law shall be passed prior to the first day of January, 1860, superseding it, the Secretary of the Interior shall proceed to take the eighth census according to its provisions. The plan of the last census was devised by a census board of eminent men, and was the result of unusual preparation. It was reported to, and adopted by, Congress after the most searching scrutiny and careful amendment, and presented no feature which interposed any obstacle to its easy execution. Its schedules were full and comprehensive; by them we not only ascertained the number and character of our population, and the condition of agriculture, manufactures, and trade, but they also embraced within their scope the examination of many moral and social facts,

illustrative of the intelligence, prosperity, and happiness of the people; the duration of life, and the causes of death. The value of these developments will be greatly enhanced by such uniformity in future censuses as will enable us to institute comparisons and exactly determine our progress, without which the results lose most of their significance and interest. Although the greatest precautions may have been exercised, it was impossible to execute so great a work for the first time without some imperfections, which the experience of the past, it is hoped, will enable the department to prevent in the future. To change the schedules, or to enlarge or multiply them, will but tend to embarrass our officers, and throw suspicion upon the accuracy of the information obtained. With these views I cannot do otherwise than recommend adherence to the law of May 23, 1850, in the belief that a census taken in accordance with its provisions will afford the greatest amount of accurate information, and prove most satisfactory to the country.

The census of the Territory of Minnesota which Congress, by act of February 26, 1857, directed to be taken under the supervision of this department, was not finally returned until the 23d of July last. Many causes, inseparably incident to the prosecution of such a work in a new country, combined to produce this delay. The facts returned by the local officers have since been classified and arranged in this department. The most prominent of these may be briefly stated as follows:

Census of Minnesota, September 21, 1857.

White males.	White females.	Colored males.	Colored females.	Aggregate population.	Number of families.	Native voters.	Naturalized voters.
87,395	62,425	144	128	150,092	32,536	26,737	22,393

The digest of the statistics of manufactures, according to the returns of the seventh census, which Congress at the last session directed to be completed, is in a state of forwardness, and the same will be communicated to Congress at an early day. Care has been taken to employ upon it those who, from previous experience, were conversant with the subject, and accustomed to the duties which the peculiar character of the work required; and it is believed that the results shown will not only prove highly interesting in themselves, but will also tend to facilitate future investigations in reference to this branch of statistics. The results, thus far ascertained, are as follows:

Manufactures of the United States—1850.

Capital.	Cost of labor and raw material.	Value of products.
\$500,000,000	\$773,000,000	\$1,000,000,000

JUDICIARY.

The experience of the past year leads me again to recommend the amendment of the laws regulating the compensation of the United States district attorneys, marshals, and clerks of courts, in order to render the important branch of the service, with which they are connected more harmonious and efficient.

Modifications in other respects could likewise be made with great advantage, but as they were so fully indicated in my last report, I deem it only necessary, on this occasion, to refer thereto.

Notwithstanding the steady growth of the country, and the consequent regular increase of business in the courts, the expenses of the judiciary for the last year, were somewhat less than they had previously been, and a considerable balance of the appropriation for this object remained unexpended on the 30th June last. Yet, owing to the contingent nature of many of the accounts chargeable to this fund, I have not deemed it wise to reduce the estimate for the next fiscal year. But if, by the practice of proper economy, the expenses of the present year should not exceed those of the last, and it is hoped they will not, it is respectfully suggested, that the department be authorized to apply so much of the unexpended balance as may remain on hand at the close of the year, as may be necessary to the purchase of the building leased by it, in the city of New York, for court purposes. At present, we are paying for the use of this building \$16,000, per annum, with the privilege of buying it, within three years, for the sum, of \$215,000.

For many years the United States courts for the southern district of New York, were held in the City Hall belonging to the city of New York, and rooms procured in different parts of the city for the use of the judges and other officers, at an aggregate annual rent of from \$12,600, to \$22,500. During the last year, the city authorities notified the Department that it must obtain other accommodations, and thereupon immediate steps were taken by it to that end. After the most careful examination of the various buildings offered for our use, that known as Burton's Theatre, on Chambers street, was selected as the most eligible; and with the advice of the judges, district attorney and marshal, it was leased for five years, with the privilege of retaining it ten years longer, if desired, at the rate already mentioned. Such changes have been made as were necessary to adapt the building to our purposes, involving an additional expense of about twenty-five thousand dollars, including cost of furniture.

In this great commercial metropolis a vast and constantly increasing amount of business must continue to be brought before the United States courts for adjudication, and if in any portion of the country it be expedient for the government to erect or purchase a building for the accommodation of its courts, it is eminently proper for it to do so at that point. The district court continues in session, with slight interruptions, during the entire year, and the circuit court quite one-third of it, and the cases in each involve varied and extensive interests. The building leased is of sufficient size to accommodate both, with all

their officers, and it is well located and of easy access to those having business therewith.

In this connexion it may be stated that the purchase, contemplated in the act of 4th May last, of the "Masonic Temple," in the city of Boston, for the use of the United States courts for the district of Massachusetts, has been completed, and the building thus secured, when properly fitted up, will, it is believed, afford ample accommodations of the most satisfactory character. The property is well located, and it has been procured at a fair price.

PATENT OFFICE.

The operations of the Patent Office furnish the most gratifying proofs of our progress as a people in all the useful arts of civilized life. The rewards which genius here secures, revive the hearts and strengthen the resolution of the inventors of our country, who have already accomplished so much for its reputation and prosperity. The ability, industry and efficiency with which the complicated duties of this office have been met and disposed of, deserve your favorable consideration. Although the business is exceedingly heavy, yet I have heard no complaint of delay in its despatch.

The commercial revulsion of 1857 was severely felt in the operations of this bureau, especially during the last quarter of that and the first quarter of the current year. A reaction, however, soon followed and the records now show a healthy and prosperous condition of affairs.

The income of the office for the three quarters ending September 30, 1858, was \$150,983 91. Its expenditures during the same period amounted to \$144,433 47, showing a surplus of revenue over expenditure of \$6,550 44 against an excess of expenditure over the receipts of \$2,526 07 for the corresponding quarters of 1857.

From the 1st of January to the 30th of September, 1858, four thousand and ninety-one applications for patents were received, and six hundred and ninety-six caveats filed, against four thousand and ninety-five applications for patents and eight hundred and twenty caveats for the corresponding quarters of last year. During the same period, two thousand eight hundred and sixteen patents were issued, fifteen extensions of old patents granted, and twelve hundred and fifty-six applications rejected.

Certain changes and modifications of the laws regulating the administration of this bureau were recommended to the favorable consideration of Congress in my last annual report. The experience of another year has strengthened the conviction then expressed, that the efficiency of the service requires that the modifications then suggested, or something equivalent thereto, should be adopted. Indeed, I am prepared to go further, and recommend the establishment of a board of appeal in addition to the present force of the office.

The establishment of such a board would restore to their respective classes the three examiners, now almost exclusively engaged in hearing appeals. At present, the overwhelming pressure of the business of the office compels the examiners to dispose of cases hurriedly and unsatisfactorily, if not superficially. With the proposed addition to

the examining corps, a thorough scrutiny of the claims to novelty which every application presents—a scrutiny demanded alike by the interests of the inventor and of the public—will be secured.

A very slight but just modification of the existing tariff of fees would enable the office to sustain itself, notwithstanding the increased expenditure which the proposed change in its personnel would involve. The policy of keeping the expenditures of the bureau within its revenues is approved, and has heretofore been rigidly maintained, and for this reason greater confidence is felt in an appeal to Congress for liberal and favorable legislation in its behalf.

The subject of agriculture appears to occupy an increased share of public attention, and every new fact in relation to the productions of the earth is received with favor by the country. The agricultural division of the Patent Office may justly claim that it has contributed more than any other agency in exciting the interest thus manifested. By means of the appropriations made from year to year "for the collection of agricultural statistics, investigations for promoting agricultural and rural economy, and the procurement and distribution of cuttings and seeds," great material advancement has already been effected; and, though much remains to be done, the advantage to the country from these expenditures cannot be too highly estimated. A few years ago science had done comparatively little for the farmer; the modes of cultivation were careless and without system; the component elements of the soil and of many valuable fertilizers were not understood, and costly manures were generally applied without knowledge, and often without benefit; and improvements by means of the introduction of superior seeds and cuttings were dependent upon the feeble and variable exertion of individual enterprise. It was then that the Patent Office, in obedience to the expressed wishes of the national legislature, entered upon the execution of its utilitarian plans, including investigations into the character of soils, the peculiarities of different climates, and the collection of accurate information in regard to the suitableness of the several divisions of the country for the propagation of desirable plants and animals. A great mass of facts has been collected, collated, published, and scattered broadcast among the people, together with improved seeds and new plants, and directions as to the best modes of cultivation. The public attention has thus been awakened and arrested; agricultural societies have sprung into existence in every State, and almost every county over the whole country; men of science have been induced to lecture upon agriculture and its kindred subjects, and thus shed a flood of light upon all the processes of nature in the vegetable productions of the earth and the economy of animal life; public fairs have been encouraged, and competition in every branch of agricultural industry fostered by awards of premiums to the most successful; newspapers and magazines devoted to agriculture in all its branches have been established, and seeds have become an article of merchandise in almost every village; and professorships in our colleges have been instituted with the view of impressing upon the young student the advantages of scientific knowledge in its application to production.

Among the primary advantages of this official agency may be enumerated uniformity of method, concurrence of action, and the communication of results to a common centre for comparison and elabora-

tion and subsequent judicious publication. Although it may be admitted that experiments have been made, and seeds distributed, which have proved of little profit, yet, in a country possessed of so great a variety of soil and climate, it was wise to essay the propagation of every plant affording any hope of usefulness, especially as each success would more than compensate for all the cost and trouble attending many instances of failure. A few examples of this character may with propriety be here cited. The apparently waning sugar culture of the United States has been re-invigorated by the introduction of ratoon of new varieties from Demarara and Caracas. The success attending the culture of the Chinese sugar cane in the southern, middle, and western States has been greatly augmented, fully equalling all that was anticipated from it. It is believed that not less than a hundred thousand acres have this year been devoted to its culture, for syrup-making and forage for stock, for both which purposes it is generally, if not universally, pronounced admirably adapted. Of the cereals, the different varieties of wheat and barley, introduced from regions adjacent to the Mediterranean, and from France, are highly appreciated by intelligent farmers. The chufa, which was obtained from Spain and extensively distributed, has been successfully cultivated; it is believed, in every State in the Union. From the recent analysis of this tuber, as well as from the testimony of many cultivators, the belief is warranted that it will prove of great value. The cork oak, also introduced from Spain, has found so much favor that a large supply of acorns has been ordered.

In conformity with plans for promoting the culture of the grape and the manufacture of wine, an effort is in progress to collect the indigenous vines, and, after a series of experiments, to induce the cultivation of the more approved varieties in their appropriate localities.

It is believed that the effort now making to obtain information in regard to the several varieties of the tea plant; the soils and climates best adapted to their growth, and the methods pursued in their culture and subsequent preparation for commerce and consumption, is the most earnest, and likely to prove the most decisive, that has ever been made in this country or in Europe; and it is hoped that, before the expiration of another year, a degree of progress will have been attained in this enterprise upon which to base an intelligent opinion respecting its ultimate success. In view of the facts, that the importation of the grape and its products, raisins, wine, and brandy, as shown in the average of four years, ending with 1857, involves an annual expenditure of \$6,718,235, and of tea, of \$6,602,984, and that the domestic production, by insuring unadulterated and cheaper commodities in commerce, will increase the consumption, it will not be thought that too much attention is given to these subjects.

The entomologist in this branch of the service has been stationed in the region of the St. John's river, Florida, where he is occupied in investigations relative to the insects infesting the orange tree and cotton plant, in the hope of devising means to destroy them or prevent the injuries they inflict; and in noting all the accidents and diseases to which this tree and plant are liable, and endeavoring to ascertain the causes thereof and the most efficient preventives and remedies.

The result of the researches of the chemists during the past year are recorded in the Report on Agriculture for 1857. These persons have been employed during the present year in analyzing the ash of the tobacco plants and their soils, as found in Massachusetts, Maryland, Kentucky, Florida, and the Island of Cuba. A chemical examination has also been ordered to ascertain the composition of the soils of East Florida, peculiarly adapted to the growth of sea island cotton.

In presenting these as a portion of the objects to which the liberal grants made by Congress for the advancement of agriculture have been appropriated, I would remark that, in view of the fact that ours is emphatically a country of cheap lands, where every citizen so inclined may easily become a landed proprietor, and that so large a proportion of the people are devoting themselves to the cultivation of the soil, it cannot be considered that the government has acted prodigally or unwisely in attempting in its legislation to elevate agriculture, so essential to our wealth and prosperity as a nation, at least to an equality with other pursuits.

In closing this report, I take pleasure in commending to your favorable notice the fidelity and promptness with which the officers connected with the Department of the Interior have discharged their respective duties.

I am, sir, very respectfully, your obedient servant,

J. THOMPSON,
Secretary of the Interior.

The PRESIDENT of the United States.

REPORT OF COMMISSIONER OF GENERAL LAND OFFICE.

GENERAL LAND OFFICE, November 30, 1858.

SIR: The following is respectfully submitted as a report of the operations of this branch of the service for the fiscal year terminating on June 30, 1858, and for the quarter ending on the 30th September, 1858.

There was surveyed and ready for market on the 30th September, 1858, including all previous operations, an area of *unoffered* land of 61,951,049 acres. About one-fourth of this area was actually surveyed during the five quarters ending September 30, 1858, to wit: - - - 15,209,376 " The following table No. 1, exhibits detailed results.

No. 1.

Exhibit of the quantities of public lands, exclusive of school sections, prepared for market and not advertised for sale, on June 30, 1858; also the quantities prepared for market during the fiscal year ending June 30, 1858; and showing the quantities advertised for sale during the same fiscal year; the quantities prepared for market, and advertised for sale during the quarter ending September 30, 1858; also the whole quantities of unoffered surveyed public land on hand September 30, 1858.

States and Territories.	Quantities of unoffered surveyed land prepared for market June 30, 1857.	Quantities of surveyed land prepared for market during the fiscal year ending June 30, 1858.	Quantities advertised for sale and not postponed during the fiscal year ending June 30, 1858.	Aggregate quantities, collected from all past operations, prepared for market and not advertised for sale June 30, 1858.	Quantities of surveyed land prepared for market during the quarter ending Sept. 30, 1858.	Quantities advertised for sale and not postponed during the quarter ending September 30, 1858.	Whole quantities of unoffered surveyed land ready for market on hand Sept. 30, 1858.
Missouri.....	443,591	44,898	443,591	44,898	.....	.....	44,898
Alabama.....	90,530	52,741	52,741	90,530	.....	.....	90,530
Louisiana.....	2,572,179	.....	1,334,700	1,237,479	.....	.....	1,237,479
Michigan.....	609,938	.....	.....	609,938	.....	.....	609,938
Arkansas.....	733,278	.....	.....	733,278	.....	.....	733,278
Florida.....	3,399,490	5,278	.....	3,404,698	.....	.....	3,404,698
Iowa.....	4,005,493	686,890	1,811,394	2,880,989	.....	.....	2,880,989
Wisconsin.....	3,965,711	1,143,535	.....	5,109,246	.....	.....	5,109,246
California.....	21,055,607	106,107	7,466,694	13,685,020	.....	.....	13,685,020
Minnesota.....	9,203,264	1,783,000	.....	10,986,264	.....	.....	10,986,264
Oregon.....	3,219,385	570,817	.....	3,790,202	.....	.....	3,790,202
Washington.....	800,747	491,929	.....	1,292,676	.....	.....	1,292,676
Kansas.....	3,753,850	4,195,631	.....	7,949,481	.....	.....	7,949,481
Nebraska.....	1,892,301	3,314,548	.....	5,206,849	.....	.....	5,206,849
Utah.....	1,967,580	.....	.....	1,967,580	.....	.....	1,967,580
New Mexico.....	107,128	800,217	.....	908,145	.....	.....	908,145
	57,850,802	13,195,591	11,109,120	59,837,973	3,013,776	.....	61,951,049

During the fiscal year ending June 30, 1858,			
there were sold for cash	-	-	3,804,908.46 acres.
Located with military bounty land warrants	-	-	5,802,150.00 "
<hr/>			
Making a total of	-	-	9, 07,058.46 "
Reported under swamp land grant	-	-	1,395,587.41 "
<hr/>			
Making an aggregate of	-	-	11,002,645.87 "
For the quarter ending			
September 30th, 1858,			
there were sold for cash			
(part estimated)	-	1,000,011.00 acres.	
Located with military			
bounty land warrants	-	1,174,960.00 "	
Reported under swamp			
land grants	-	5,977.67 "	
<hr/>			
Being for the quarter	-	-	2,180,948.67 acres.
<hr/>			
Making an aggregate for the five quarters end-			
ing September 30, 1858, of	-	-	13,183,594.54 "
<hr/>			

CASH RECEIPTS.

For the fiscal year ending June 30, 1858, the receipts			
from the sales of the public lands amounted to	-	\$2,116,768	02
The receipts for the quarter ending September 30,			
1858, (part estimated) amount to	-	-	417,424 18
<hr/>			
Making a total for the five quarters of	-	-	2,534,192 20
<hr/>			

Sales and other disposals of the public lands.

	Number of acres sold for cash at and above the minimum price, \$1 25.	Am't received therefor.	Number of acres sold at graduated prices.	Amount received for the same.	Number of acres located with military warrants.	Number of acres approved under swamp land grants.	Total amount received for lands sold at all prices.	Total number of acres sold for cash and otherwise disposed of.
During the fiscal year ending June 30, 1858.	817, 529. 35	\$1, 150, 166 73	2, 987, 379. 11	\$966, 601 29	5, 802, 150	1, 395, 587. 41	\$2, 116, 768 02	11, 002, 645. 87
During the 3d quarter ending September 30, 1858, part estimated.	131, 238. 21	182, 742 33	868, 772. 79	234, 681 85	1, 174, 960	5, 977. 67	417, 424 18	2, 180, 948. 67
Totals for the five quarters.....	948, 767. 56	1, 332, 909 06	3, 856, 151. 90	1, 201, 283 14	6, 977, 110	1, 401, 565. 08	2, 534, 192 20	13, 183, 594. 54

Condition of the bounty land business, under acts of 1847, 1850, 1852, and 1855, on September 30, 1858.

ACT OF 1847.

Grade of warrant.	Number issued.	Acres embraced thereby.	Number located.	Acres embraced thereby.	Number outstand'g.	Acres embraced thereby.
160-acre-----	80,330	12,852,800	74,344	11,895,040	5,986	957,760
40-acre-----	7,544	301,760	6,104	244,160	1,440	57,600
	87,874	13,154,560	80,448	12,139,200	7,426	1,015,360

ACT OF 1850.

160-acre-----	27,407	4,385,120	26,044	4,167,040	1,363	218,080
80-acre-----	57,687	4,614,960	51,136	4,090,880	6,551	524,080
40-acre-----	103,910	4,156,400	88,856	3,554,240	15,054	602,160
	189,004	13,156,480	166,036	11,812,160	22,968	1,344,320

ACT OF 1852.

160-acre-----	1,222	195,520	919	147,040	303	48,480
80-acre-----	1,698	135,840	1,359	108,720	339	27,120
40-acre-----	9,062	362,480	7,420	296,800	1,642	65,680
	11,982	693,840	9,698	552,560	2,284	141,280

ACT OF 1855.

160-acre-----	84,000	13,440,000	53,603	8,576,480	30,397	4,863,520
120-acre-----	95,045	11,405,400	70,489	8,458,680	24,556	2,946,720
100-acre-----	5	500	3	300	2	200
80-acre-----	48,000	3,840,000	35,843	2,674,440	12,157	1,165,560
60-acre-----	347	20,820	191	11,460	156	9,360
40-acre-----	506	20,240	318	12,720	188	7,520
10-acre-----	5	50	3	30	2	20
	227,908	28,727,010	160,450	19,734,110	67,458	8,992,900

SUMMARY.

Act of 1847--	87,874	13,154,560	80,448	12,139,200	7,426	1,015,360
" 1850--	189,004	13,156,480	166,036	11,812,160	22,968	1,344,320
" 1852--	11,982	693,840	9,698	552,560	2,284	141,280
" 1855--	227,908	28,727,010	160,450	19,734,110	67,458	8,992,900
	516,768	55,731,890	416,632	44,238,030	100,136	11,493,860

The lands sold and located are in the main for actual settlement. The spirit of speculation affected to a most limited extent the land operations of the past year.

The diminished receipts are attributable to the late severe pecuniary crisis in the country, which everywhere felt its influence. We had expected a handsome addition to the treasury from several millions of acres of new lands, which had been prepared for market and proclaimed, but these being in new and distant territories where the money pressure was paralyzing, it was deemed due to the frontier settlers to save them from the forfeiture of their improvements, which the forcing of such sales would have inevitably produced.

REVOLUTIONARY BOUNTY LAND SCRIP.

Scrip has been issued in satisfaction of Virginia military land warrants, filed under the act of August 31, 1852, since the commencement of operations to the 30th September, 1858, for the amount of	-	735,487 acres.
Of this amount there was issued during the year ending September 30, 1858	- - - -	113,892 "
Warrants have been filed during the year ending September 30, 1858, for	- - - -	49,942 "
Scrip has been issued on these for	- - - -	22,451 "
Leaving suspended for defects in the proof of service, title, &c., or unexamined	- - - -	27,491 "
Of the scrip issued during the year ending September 30, 1858, there was issued in satisfaction of "staff claims," allowed under the opinion of the Attorney General, "on Virginia military bounty lands," rendered May 30, 1858	- - - -	28,316 acres.

There are "staff claims" now pending amounting to 46,684 acres.

The action of this office since the late opinion of the Attorney General has been to satisfy all claims where the evidence presented proved the service of the claimant for the term allowed to the satisfaction of the Virginia authorities, where there was no fraud or imposition practiced in the presentation of the case, and where no evidence has since been discovered showing that the party had resigned, been cashiered, or suspended, and where the register of the Virginia land office issued the warrants to those legally entitled for the proper amounts due, as shown by the evidence before the executive and council, and by their order of allowance.

Claims of "resigned officers" amounting to 46,018 acres have been filed, but no definitive action touching the question of their admissibility has yet been had.

The total amount of claims under the said act of August 31, 1852, now on our files, and remaining unsatisfied, is 250,000 acres.

From a careful examination it is estimated that all cases that can

hereafter be presented, including all outstanding claims, lands lost by interference in Kentucky and Ohio, and including the balance due to the ten per cent. cases under the act of March 3, 1835, will not exceed 150,000 acres.

Scrip has been issued upon United States revolutionary warrants under the act of May 30, 1830, to the amount of 900 acres.

VIRGINIA MILITARY LAND DISTRICT, OHIO.

This district, originally embracing 3,709,848 acres, has been appropriated nearly in full by entry, survey and patent, in satisfaction of the Virginia continental line warrants. It is estimated that there are now 40,000 acres unappropriated.

These lands are of but little value, being small, irregular, fractional pieces, and might be donated to the State for educational or charitable purposes.

The act of March 3, 1855, fixing the time for the survey of entries in this district, expired by limitation on March 3, 1857.

It is recommended that the claimants be allowed to perfect their entries by survey, and to receive patents therefor.

WAR OF 1812.

The act of February 8, 1854, which authorized the issue and location of warrants granted for services in the war of 1812 and of the revolution, expired by limitation on the 26th of June last, leaving many warrants outstanding and unsatisfied, and unless further legislation is had, they will not be available for any purpose.

Patents have been issued for fifty warrants granted under this act to the amount of 8,320 acres.

Patents for 480 acres have been issued under the act of January 7, 1853.

This act which authorized soldiers of war 1812, where the lands originally patented to them were found unfit for cultivation, to exchange the same, expired by limitation, and should be extended, enlarging its provisions so as to cover cases of the heirs at law of the soldiers.

The following tables, numbered 1, 2, 3, exhibit the condition of the acts of 1849 and 1850, granting swamp and overflowed lands to the States in which they lie:

No. 1—SWAMP LANDS.

Statement exhibiting the quantity of land selected for the several States, under the acts of Congress approved March 2, 1849, and September 28, 1850, up to and ending September 30, 1858.

States.	Fourth quarter 1857.	First quarter 1858.	Second quarter 1858.	Third quarter 1858.	Year ending June 30, 1858.	Total since dates of grants.
Ohio.....					21,999.99	54,438.14
Indiana.....						1,334,732.50
Illinois.....			8,617.98		8,617.98	3,243,891.46
Missouri.....	84,209.70	12,274.82	7,591.45	5,732.75	223,968.82	4,243,203.81
Alabama.....						2,595.51
Mississippi.....		292.13			2,585.13	2,836,675.89
Iowa.....					12,791.14	1,752,236.29
Louisiana, act of 1849.....	39,078.83	71,632.01	76,184.08	244.92	274,224.16	10,660,398.33
Louisiana, act of 1850.....	10,049.47	5,932.92	284.84		17,082.88	541,945.95
Michigan.....						7,273,724.72
Arkansas.....	160.00	41,801.43			†196,752.22	8,562,752.93
Florida.....	160,212.60				160,365.95	11,790,637.46
Wisconsin.....	477,199.14				477,199.14	2,827,199.14
California.....						
	770,909.74	131,933.31	92,677.35	5,977.67	1,395,587.41	65,129,492.13

• 46,276.70 acres of this amount embraced in former aggregate, being corrective of lists received.

† 154,790.79 acres of this amount embraced in former aggregate.

No. 2—SWAMP LANDS.

Statement exhibiting the quantity of land approved to the several States under the act of Congress approved March 2, 1849, and September 28, 1850, up to and ending September 30, 1858.

States.	Fourth quarter 1857.	First quarter 1858.	Second quarter 1858.	Third quarter 1858.	Year ending June 30, 1858.	Total since dates of grants.
Ohio.....	.....	.....	.....	.....	.....	25, 640. 71
Indiana.....	.....	.....	.....	.....	22, 431. 89	1, 250, 937. 51
Illinois.....	29, 993. 45	182, 290. 38	1, 038. 38	46, 317. 28	1216, 186. 43	1, 371, 620. 23
Missouri.....	.....	.....	.....	.....	.....	3, 615, 966. 57
Alabama.....	.....	.....	.....	.....	.....	2, 595. 51
Mississippi.....	21, 904. 32	293. 13	61, 385. 63	.....	213, 147. 02	2, 918, 379. 19
Iowa.....	.....	.....	24, 476. 87	39, 156. 71	24, 475. 87	63, 631. 58
Louisiana, act 1849.....	.....	.....	.....	.....	.....	7, 379, 994. 23
Louisiana, act 1850.....	.....	.....	.....	.....	.....	221, 541. 23
Michigan.....	.....	.....	.....	.....	.....	5, 465, 232. 41
Arkansas.....	114, 307. 39	.....	52, 628. 63	168, 474. 50	166, 936. 02	6, 255, 435. 46
Florida.....	.....	154, 512. 41	.....	.....	648, 655. 43	10, 701, 494. 88
Wisconsin.....	.....	.....	.....	.....	.....	1, 650, 712. 10
California.....	.....	.....	.....	.....	.....	.....
	166, 205. 16	337, 095. 92	139, 526. 51	253, 947. 49	1, 290, 831. 66	40, 923, 181. 61

* This amount embraced in former aggregate.

† 210, 842. 70 acres of this amount embraced in former aggregate.

No. 3—SWAMP LANDS.

Statement exhibiting the quantity of land patented to the several States under the act of Congress approved September 28, 1850.

States.	Fourth quarter 1857.	First quarter 1858.	Second quarter 1858.	Third quarter 1858.	Year ending June 30, 1858.	Total since date of grant.
Ohio.....	24,631.40	20,695.25	.....	.....	.....	25,640.71
Indiana.....	.....	200,481.15	.....	.....	45,306.65	1,256,349.66
Illinois.....	.....	166,824.45	96,364.64	208,269.30	200,481.15	801,592.23
Missouri.....	.....	208,192.66	637,093.48	8,404.22	263,189.09	2,386,480.25
Mississippi.....	.....	.....	.....	.....	845,286.14	2,549,618.39
Michigan.....	.....	.....	.....	.....	.....	4,985,588.47
Arkansas.....	.....	.....	.....	2,050,059.27	.....	4,418,429.86
Florida.....	256,606.02	1,.....	.....	778,836.20	1,021,140.96	10,618,549.35
Wisconsin.....	.....	.....	.....	.....	934,910.75	1,674,585.29
	281,237.42	596,193.51	733,458.12	3,045,568.99	2,410,814.74	28,716,834.11

o Special patent, act 2d March, 1856.

Within the fiscal year ending June 30, 1858, the selections reported for all the swamp land States amount to - - - -	1,395,587.41 acres.
There have been approved during the same pe- riod - - - -	1,290,831.66 "
And patented within the same time of these and prior selections - - - -	2,410,314.74 "
During the quarter ending September 30, 1858, there have been approved - - - -	253,947.49 "
And within the same period there have been patented - - - -	3,045,568.99 "

Under the grant of 1849, peculiar to the State of Louisiana, the aggregate selections, from the date of that grant, made and reported to this office amount to - - - -	10,660,398.33 "
Under the general act of 1850 the selections for all the swamp States amount to - - - -	44,469,093.80 "

Making in the aggregate - - - -	55,129,492.13 "
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Of which, there have been approved and certi- fied under grant of 1849 - - - -	7,379,994.23 "
And under the act of 1850 - - - -	33,543,187.38 "

The approval and certification, under the grant of 1849, having the effect of a patent, the amount thus acted upon - - - - 7,379,994.23 "

Will, with the addition of the amount patented under the grant of 1850, show - - - - 36,096,828.34 "

for which complete titles have passed from the United States to the several States interested.

Considerable progress has been made in the preparation and transmission of lists of the lands claimed under the grant of 1850, but which have been disposed of by the government since the date of said act; thus enabling the States to present the proof required by the act of March 2, 1855, and extended by the act of March 3, 1857, preparatory to receiving the indemnity authorized thereby.

The grants made in aid of the construction of railroads prior to the confirmatory act of March 3, 1857, where the routes of the roads had been definitely fixed before that date, render it necessary to withhold action upon all of the tracts in the granted sections within the six-mile limits and tracts in corresponding sections within the six and fifteen mile limits, in order properly to determine the character of the lands and the disposition to be made of them.

A period of eight years having elapsed since the grants, and the States still continuing to make selections, the suggestion made in former reports that a limit be fixed to the time within which the selections must be made is again renewed. This, indeed, is a measure urgently called for, and being indispensable, to avoid conflicts and quiet titles, is respectfully and earnestly recommended.

RAILROAD GRANTS.

By the acts of Congress of May 15, 17, June 3, and August 11, 1856, and March 3, 1857, grants of land for railroad purposes were made to Iowa, Alabama, Florida, Louisiana, Wisconsin, Michigan, Mississippi, and Minnesota.

Iowa.—The grant to this State by act of May 15, 1856, is for four roads, parallel to each other, traversing the State from east to west, connecting important points on the Mississippi with the Missouri river. The grant has been accepted by the State and transferred to companies; the lines of route established; their six and fifteen mile lateral limits laid down on the official plats; lists of lands (excepting in the Chariton district, now in hand) have been prepared with great labor, and when they shall have passed the necessary tests will be submitted for approval.

The following is an exhibit of the length of each road under the grant, and the areas ascertained for each, exclusive of suspended interferences:

	Length of road.	Acres enuring.
	<i>Miles.</i>	
Dubuque and Pacific railroad	330½	1, 137, 143
Iowa Central Air Line railroad	338	686, 523
Mississippi and Missouri railroad	318	400, 000
Burlington and Missouri railroad	276½	252, 655
	1, 263	2, 476, 321

Alabama.—The grant to this State is for eleven roads and one branch, as follows: By the act of May 17, 1856, for one road; June 3, 1856, for eight; August 11, 1856, for one; and March 3, 1857, for one road and a branch. We have thus far acted upon the acceptance by the State of the grant for three roads, and her rejection of one, viz: that for the Memphis and Charleston. Of the three roads referred to, one is under the act of May 17, 1856, and two under the act of June 3, 1856. The adjustment of two of them has been nearly completed; the length of these roads and quantities enuring to them, respectively, are as follows:

	Length of road.	Land enuring to the grant.
	<i>Miles.</i>	<i>Acres.</i>
Alabama and Florida railroad	114	398, 500
Mobile and Girard railroad	228½	500, 000
Alabama and Tennessee railroad	125½	250, 000
	468	1, 148, 500

In addition to these, a map of the Coosa and Chattoogee River railroad has been presented, but no definite action has been had thereon.

Florida.—The aforesaid act of May 17, 1856, also makes a grant to Florida. The maps for all of the roads have been filed, except for a portion of the line of road to Tampa Bay, and the following is the length of the recognized roads and quantities of land enuring :

	Length.	Land enuring to the grant.
	<i>Miles.</i>	<i>Acres.</i>
Florida and Alabama railroad, (approved and duly certified to the State)	45	165,687
Florida, Alabama and Gulf Central road.....	60	27,778
Pensacola and Georgia railroad	290 $\frac{1}{2}$	†901,000
Florida Railroad Company	151 $\frac{1}{2}$	†280,000
	547 $\frac{1}{2}$	1,374,465

° Nearly completed.

† Estimated.

Louisiana.—By the act of 3d of June, 1856, lands were granted to this State for three roads, and by the act of 11th of August, 1856, for one road. Two of the three first mentioned have been accepted, all the official preliminary requirements have been complied with, and the adjustment thereof has so far progressed that the lists are nearly completed for approval. The grant for the remaining road has been rejected by the State and the withdrawn lands restored to market.

The length of recognized roads and quantities enuring to them respectively, are as follows :

	Length.	Quantities enuring to the road.
	<i>Miles.</i>	<i>Acres.</i>
New Orleans, Opelousas and Great Western.....	263	684,000
Vicksburg, Shreveport and Texas	166	363,670
	429	1,047,670

Wisconsin.—By the act of 3d of June, 1856, a grant was made to this State for two lines of road, one having a branch. The routes and lateral limits have been laid down on the official plats, but as the lists have not yet been prepared for the selections, the following is submitted as an *estimate* merely of the probable quantities :

	Length.	Quantity enuring to grant.
	<i>Miles.</i>	<i>Acres.</i>
La Crosse and Milwaukee railroad	252	725, 000
St. Croix and Lake Superior railroad.....	243	900, 000
Chicago, St. Paul, and Fond du Lac railroad extending into Michigan, that part being treated of under that head....	167	600, 000
	662	2, 225, 000

Michigan.—The act of June 3, 1856, makes a grant to this State for eight routes, (roads and branches.) The maps for the roads in the northern peninsula have been filed; that of but one (the Chicago, St. Paul, and Fond du Lac) has been definitely acted upon and accepted, the adjustment of the grant being now in progress. Maps of all the lines in the lower peninsula, excepting the Amboy, Hillsdale, Lansing, and Traverse Bay road, have been filed and laid down on the official plats. The lists not having yet been prepared, the following are only estimates:

	Length of road.	Quantities enuring to grant.
	<i>Miles.</i>	<i>Acres.</i>
Michigan part of the Chicago, St. Paul, and Fond du Lac railroad	159	575, 000
Grand Rapids and Indiana railroad.....	183	660, 000
Detroit and Milwaukee.....	107	35, 000
Point Huron and Milwaukee.....	89½	15, 000
Flint and Pierre Marquette.....	173½	625, 000
Total.....	712½	1, 910, 000

Mississippi.—The act of August 11, 1856, makes a grant to the State of Mississippi of lands for four railroads, only one of which has been reported, namely, the route from Jackson, eastward to the Alabama line, which, by an act of the State, has passed to the Southern Railroad Company. The map has been filed and accepted, the lateral limits of the road laid down on the official plats, and a list of the lands enuring to the State under the grant is nearly ready for approval. The length of the road is 110 miles. Area of lands enuring to the road is 207,731 acres, exclusive of conflicts, which, when adjusted, may increase the quantity.

Minnesota.—The grant by the act of March 3, 1857, makes provision in land to aid in the construction of four roads and two branches in Minnesota. The grant has been accepted. The route of one road

* The estimate in last report was upon *direct* lines between the termini. The present statement in this case rests upon the returns of actual survey, giving deflections to the routes necessary in consequence of difficulties encountered in the configuration of the country, and thereby increasing the length of the roads and quantity enuring.

and its branch, and part of another and its branch, are in progress of being laid down, with their lateral limits, upon the official township plats. When this is accomplished the work of adjustment will go on. In the meantime the following *estimates* are submitted:

	Length of road.	Quantities enuring by estimate.
	<i>Miles.</i>	<i>Acres.</i>
Minnesota and Pacific railroad, (main stem).....	230	850,000
Do.....do..... (branch).....	116	400,000
Minneapolis and Cedar Valley railroad, (branch).....	112	150,000
Total	458	1,400,000

The maps of the Southern Minnesota railroad and the Transit railroad being incomplete, and not finally acted upon, are excluded from the estimate.

The following summary indicates the length only of such of the railroads as are in progress of adjustment, under the legislation hereinbefore cited, with the quantities of land (part estimated) enuring to the same:

States.	Miles.	Acres.
Iowa.....	1,263	2,476,321
Alabama.....	468	1,141,297
Florida.....	547½	1,374,465
Louisiana.....	429	1,047,670
Wisconsin.....	662	2,225,000
Michigan.....	712½	1,910,000
Mississippi.....	110	200,731
Minnesota.....	458	1,400,000
Total.....	4,649½	11,775,484

Soon after the passage of the laws making the railroad grants, lands falling within their probable limits were withdrawn from sale and location. As the adjustment of the grants advanced far enough to enable us to discriminate between the granted lands and those remaining to the government, the latter class have been released from suspension and restored to market.

The following is an estimate of the quantities of land offered and unoffered, released and restored :

Iowa	-	-	-	-	-	4,000,000	acres.
Wisconsin	-	-	-	-	-	8,250,000	"
Michigan	-	-	-	-	-	1,590,000	"
Alabama	-	-	-	-	-	750,000	"
Louisiana	-	-	-	-	-	2,000,000	"
Florida	-	-	-	-	-	2,000,000	"
Total	-	-	-	-	-	18,590,000	"

For the mode of proceeding in the adjustment of the railroad grants, reference is made to the last annual report from this office. After the "definite locations" and maps of the roads have been accepted, no notice is taken of any inconsiderable modifications the companies may find it necessary to make in the routes, but the adjustments are made upon the locations as reported, provided other rights are not interfered with.

The sales, locations, pre-emptions, and swamp selections, within the six and fifteen mile lateral limits, are entered in our ledgers, and their validity tested, before we begin the preparation of the lists of the lands to be finally certified to the State.

The grants attach and take the lands in place from the date of the "definite location," and are good against all entries subsequent to that date, except when founded upon settlement made before such definite location, or before an absolute withdrawal. The right of the State attaches to the selections made in lieu of the lands disposed of in place from the date of the reception of notice thereof. Such selections must be made from alternate sections outside of six and within fifteen miles of the road or branch, and nearest to the tiers of sections granted "in place." No selection can be made by skipping any vacant tract nearest the section "in place," and the indemnity for a main road must be taken from its belt, and for a branch road from its belt. Where roads intersect each other, the lands enuring under the grant, within limits common to each, will be certified to the State for the benefit of both jointly.

It is difficult to convey an adequate idea of the labor incident to the management of the railroad business. It is, in fact, a great undivided land interest, in which the United States are concerned, to set apart and secure their sections "in place," the minimum price of which the law has enhanced to \$2 50 per acre, that being the indemnity to the public treasury, which was the avowed principle in making these munificent grants to the States; and then to set apart and secure to the States their lands "in place" within the six-mile limits and the indemnity selections. Then, with antagonistic interests to these, we have the multitude of settlers, old and new, who crowd along the lines of the roads; purchasers at private sale, pre-emptions upon offered and un-offered lands, bounty land locations, and swamp selections.

These varied and conflicting interests figure in the adjustment of the claims to the most minute subdivisions of the lands, and require greater care and more labor than are bestowed upon their ordinary disposal.

FOX AND WISCONSIN RIVER GRANT.

Under the acts of 8th August, 1846, 2d March, 1849, 3d August, 1854, joint resolution of 3d March, 1855, and the act passed at the last session, approved 9th June, 1858, "for the relief of certain settlers on the public lands in the State of Wisconsin."

	Acres.
The whole area enuring to the State of Wisconsin, as heretofore reported, is.....	684,269.00
Of this quantity, there have been selected and approved...	589,387.84

Leaving a balance of 94,881.16
not yet approved.

Under the act above mentioned of the last session it is found that there are recognized as valid selections—

	Acres.
1. the quantity of.....	42,822.13
as a part of the 60,832 selection, which, under prior legislation, had been excluded as illegal, being of unoffered lands.	
2. Selections, on our files, at <i>Menasha</i> , in May and December, 1856.....	14,299.60
	57,121.73
3. Leaving a residuum of.....	37,759.43

to be taken from a large excess embraced in a list, also on our files, of tracts which had been selected in August, 1855, at *Hudson*, Wisconsin, to satisfy the unapproved balance of 94,881.16 acres above mentioned.

The following is an exhibit of the present condition of the Des Moines River grant, in Iowa, under act of 8th August, 1846 :

	Acres.
Lands below the Raccoon Fork, approved July 13, 1848, by Secretary R. J. Walker	321,028.03
Situated above the Raccoon Fork, <i>conditionally</i> , approved by Secretary A. H. H. Stuart :	

	Acres.
October 30, 1851, list No. 1.....	107,195.78
October 30, 1851, list No. 2.....	25,487.87
October 30, 1851, list No. 3.....	81,707.93
March 10, 1852	143,908.37
	358,299.95

Approved by Secretary R. McClelland :	
December 17, 1853.....	33,142.43
December 30, 1853.....	12,813.51
	45,955.94

Making aggregate approved..... 725,283.92

Ample time having elapsed since the propositions made to the State authorities for the adjustment of this grant under the Attorney General's opinion of 19th May, 1856, and those propositions not having been accepted, the matter now comes before us as a case *de novo*. Upon again being called up, it was therefore referred to the Attorney

General for his opinion as to the extent of the rights of the claimants under the law; and after the department shall be in possession of that opinion, a decision will be rendered upon the matter without reference to antecedent action.

GRADUATION ENTRIES.

Under the provisions of the act of March 3, 1857, nearly all the entries made prior to that date, under the graduation act of August 4, 1854, have been confirmed and patented.

In regard to graduation entries subsequent to the passage of the passage of the act of March 3, 1857, notwithstanding printed instructions were sent to the registers and receivers to notify the purchasers, at the time of making them, that proof of actual settlement and cultivation would be required within one year from the date of entry, to entitle them to patents, in but a very limited number of cases has the proof been produced, leaving the mass of said entries on our files, mixed up with the regular cash sales at the ordinary minimum, necessarily causing great delay in the issue of patents for the latter class of entries, without a departure from the present system of issue in numerical and chronological order.

To obviate this difficulty, and free the office from embarrassment in its current operations, this class of entries has been filed for patenting with the series of ordinary cash sales, and the patents, in accordance with the recommendation submitted to and sanctioned by you, will be transmitted to the proper local offices, to be delivered to the respective purchasers upon the production of the required proof of actual settlement and cultivation, and the surrender of the duplicate receipt; public notice to be given by the registers that, unless said proof shall be furnished within twelve months after said notice, the patents will be returned to this office for cancellation, and the land again thrown into market.

By the adoption of this rule, the current business of the office will be greatly facilitated, while at the same time a spirit of liberality is exercised towards the purchasers by giving them a final opportunity to establish their claims.

The operations under this act continue to be very heavy, and, to clear this office from future embarrassments, and prevent frauds, will require further legislative interposition.

From the passage of the act of August 4, 1854, up to the close of the fiscal year ending June 30, 1858, 18,081,435.34 acres have been sold at the various graduated rates. Of these, 10,068,480.25 acres were sold at the lowest price of 12½ cents per acre. And of the whole quantity, about 6,457,421 acres, or more than one-third, were sold in the State of Missouri.

We have reason to believe that a very considerable portion, if not the greater portion of the entries for settlement and cultivation have been made by unscrupulous individuals in contravention of the law, and bought up by speculators, who are relying on Congress for the confirmation of their entries, by the passage of an act similar to the

act of March 3, 1857, dispensing with the proof of settlement and cultivation.

To free the act from the odium of evasion and fraud, and to confine its wise and beneficent provisions to the exclusive benefit of the actual settler and cultivator of the soil, I would recommend that it be so amended as to require the settlement and cultivation to be made, and proof of that fact produced in every instance before the entry of the land is consummated, the same as required under the pre-emption act of 1841; else that the condition of settlement and cultivation be waived altogether.

The graduation law was never designed to interfere with the regular sales under the general laws, but merely to lower the price of the lands to actual settlers and cultivators; and its operation should be confined, as far as practicable, to that class of persons, and, in my opinion, this can only be done by legislative action, as above suggested.

The recommendation in the last annual report is renewed, that further legislation be had to restrict the compensation commissions of registers and receivers, under the act of April 20, 1818, to a quarterly *pro rata* allowance of the maximum of \$2,500 per annum; their compensation, both for salary and commission, to commence and be calculated from the time they enter upon the discharge of their duties.

For more detailed views upon this subject, reference is made to the last annual report from this office.

The accounting duties of this office have been materially increased under the several acts of Congress granting compensation to registers and receivers for locating military bounty land warrants, and for lands sold at the several graduated rates, the same as if sold at \$1 25 per acre, and by the issue of bounty land scrip, receivable as money in payment for public lands, involving very patient and laborious investigations in the adjustment of these accounts. These duties have been faithfully performed. The postings of the sales and locations, though unusually heavy, have been brought up to a recent period, and the accounts of the receivers and disbursing agents adjusted to the latest dates practicable; and it is believed that every dollar of the large sums received for lands will be promptly paid into the treasury. The pre-emption privilege, which had its inception more than half a century ago, and until after the lapse of forty years had only a retrospective effect, finally resulted in the policy which is developed in the pre-emption act of 1841. In the progress of legislation, extending this law from old to new States and Territories, a want of uniformity has arisen which is properly the subject of amendment. In some instances the law gives the right of filing a declaratory statement within three months from the date of settlement, others from surveys in the field; statutory provisions in the former being held by executive construction to relate, in regard to limitation, to three months from the date of the approval of the plat of survey. That rule should be made of universal application.

The act of 1854, also, which extends the act of 1841 to Kansas and Nebraska, should be so modified that two or more settlers on the same quarter section should each be permitted to take the legal subdivision

embracing his actual residence, and make up his quantum upon contiguous lands.

It was heretofore suggested that a limitation should be prescribed in respect to the period of payment by settlers upon unoffered as well as offered lands, whereby the former should be required to pay within twelve months from date of settlement; but as this has not received the favorable action of Congress, the department does not further press the recommendation, but is bound to treat the present system, which requires that public sales shall go on as circumstances may suggest, as proper, in view of the public interest, and that the time for such public sales shall be the only limitation to the period of payment by pre-emptors for unoffered lands.

By the eleventh section of the pre-emption act of 1841 an appeal lay to the head of the department direct from the action of the local officers, not looking to an intermediate decision by the Commissioner. The tenth section of the act of June 12, 1858, changed this, by making the decision of the Commissioner final, unless an appeal was taken to the Secretary of the Interior. This has not materially diminished the labor incident to the right of appeal. In order to effect this, and at the same time give claimants the right of review, by the executive authority of last resort, and to put an end to controversy and settle rights, it is recommended that a law be enacted that the party appealing shall do so within a limited time, and only then upon filing an affidavit stating that his purpose is not for delay or vexation of his opponent, and indicating specially the alleged error of fact or of law.

The "town site" pre-emption act of 1844 has been one involving great difficulty in its administration.

Under the ruling of the department, "town site" claimants are restricted to three hundred and twenty acres, although their improvements may extend beyond that quantity. But if any portion in legal subdivisions of a town claim is not occupied by substantial improvements, that portion cannot be lawfully entered.

The decision, in substance, is, that every one of the smallest legal subdivisions must be occupied and improved before it can be entered as a part of such a claim. In some instances towns have been incorporated with greater limits than the quantity the law allows to be pre-empted. The authorities are consequently restricted to the limitation as to quantity, which is stipulated in the law, and to so much as by actual legal subdivisions is actually occupied for town purposes. The excess is public land, and liable to disposal as such.

If city or town improvements extend beyond the legal subdivisions which may be entered under the act of 1844, those who have made the outside improvements, and occupy them, are protected, as against agricultural pre-emptors, by the pre-emption law of 1841.

The "mail or post route" pre-emption privileges, in virtue of provisions of the acts of March 3, 1855, and March 3, 1857, are held to extend only to the *Territories* west of the Mississippi.

An amendment in these provisions is suggested so as to allow each contractor the privilege of organizing stations, with the exclusive use of the same during the continuance of his contract and no longer, the right to enure to his successor, the fee simple to remain in the United

States ; such amendatory legislation to extend to all existing cases where the contractor, at the passage of the new enactment, has not consummated a legal entry of the lands occupied as a station nor made his improvements thereon.

In regard to pre-emptions on the line of railroads, it is submitted that there is no just ground for the existing legal inhibition to pre-emptions resting upon *bona fide* actual settlements made upon the United States reserved sections *after* the final allotment.

The rule which recognizes settlements made *before* such allotment should therefore be enlarged so as to embrace those made *after* the final allotment and at any time before the public sale.

The following land districts have been discontinued during the last year, viz : Vincennes, in the State of Indiana ; Palmyra, in the State of Missouri, and Mineral Point, in the State of Wisconsin ; and circulars have been addressed to the officers of such other old districts as it is probable the remaining lands are approaching to a point of reduction below 100,000 acres, with a view to their discontinuance.

The three additional districts in California, created by act of 29th March, 1858, have been put in operation. The necessary instructions, record and other books, and blank forms, have been furnished. The number of tract books required for those districts, and opened in this office, is one hundred and eighty volumes. Of other records, fifty-seven volumes, with thirty-nine volumes of laws, and upwards of four hundred large packages of blank forms of various kinds, have been furnished.

Under the act of the 11th of May last, "to enlarge the Detroit and Saginaw districts, in Michigan," all necessary instructions have been issued and the act carried into effect. Nine volumes of tract books were required, in which to post entries made of lands in portions of the old "Cheboygan district," attached to the Detroit and Saginaw districts.

The volumes have been transmitted.

For the district of New Mexico, created by act of 24th May last, 204 volumes of tract books are required, with 19 volumes of other records, and 13 volumes of laws ; these, together with the necessary instructions and forms, have been despatched.

No provision is made by existing laws for the transfer from the surveyor general to the district land officers of the duties devolved upon the former in relation to *donations* in the Territory, nor has it been determined whether authority is given to the President by existing laws to proclaim lands at public sale in said Territory.

The whole number of volumes of tract books and other manuscript records in this office is 12,017. They are rapidly increasing, together with the piles of letters, land warrants, patents returned from discontinued districts, and various archives connected with the public lands, so that they will soon require additional accommodations for their permanent preservation.

Some idea may be formed of the increase of business in this office when it is stated that in the annual report of 26th November, 1851, it appears that the number of manuscript volumes then in the office was 7,383, which had accumulated in about forty years, and that the present number shows in *seven years* an increase of 4,634 volumes of

records. Neither this nor the report of 1851 embraces the volumes connected with the public lands, which have from time to time been transmitted to the various district land offices, scattered throughout the several land States and Territories, estimated at several thousand volumes.

SURVEYS.

Michigan.—The resurveys under contracts entered into prior to the last annual report, and amounting to about 709 miles, have been closed.

The *transcripts* of the field notes of the resurveys have been made and are in process of preparation for binding as a part of the permanent archives of the department.

The original surveying archives properly appertaining to Michigan were transferred to the State authorities in May last, thus finally closing the surveys and resurveys in that State.

Minnesota.—The surveys of the public lands have been prosecuted with energy. The returns during the year ending June 30, 1858, show the extension of upwards of 9,000 miles, embracing 2,000,000 acres of agricultural lands, independent of the survey of Indian reservations under the treaties with the Chippewas of Lake Superior and the Mississippi. Of these, the Grand Portage reservation, embracing 41,046.39 acres, was surveyed in August last.

The surveys have been rapidly extended in the northwestern part of the State, reaching to the valley of the Red River of the North, to meet the demands of actual settlers attracted in that direction, both by the fertility of the soil and the facilities suggested by the anticipated eventual extension of a North Pacific railroad, connecting the valley of the Mississippi with that of the Red River of the North.

In the region of country in the southwestern part of the State, extending from Big Stone lake to the south boundary of Minnesota, and bounded by her western limit, it is found necessary, in order to keep pace with the settlements, that the surveys should be extended to the western boundary of the State; and to do this properly, it is indispensable that that portion of the Minnesota western boundary line which has no river or other natural feature to fix with certainty its precise *locus* be permanently established, so that the lines of the public surveys can be closed thereon.

An estimate is therefore submitted for the permanent establishment of that portion, about 130 miles, of the western boundary of Minnesota.

Wisconsin.—The field operations have been carried on in the northern part of the State to the extent allowed by the means provided, both east and west of the 4th past meridian and north of the 3d and 4th correction parallels.

The returns exhibit 4,900 miles of surveys, and embrace 1,200,000 acres of land, including the survey of the Apostle islands, in Lake Superior. The survey of those islands was executed by J. Allen Barber, deputy surveyor, with unusual care and trouble.

Iowa.—The surveys of township lines in this State have been completed, and the subdivi-sional work has progressed to the extent allowed by the appropriations for it.

The returns received during the year ending September 30, 1858, cover 2,000 lineal miles of surveys, embracing upwards of 600,000 acres of land.

The unsurveyed lands in Iowa are situated in the northwestern corner of the State, and could be finished during the fiscal year ending June 30, 1860, should demands for settlement exist and adequate funds be provided; but should this not be found necessary, the scope of the surveying operations will be of a limited extent, affording an opportunity and sufficient time to the clerical force engaged in the surveyor general's office at Dubuque, Iowa, to bring up the office work and keep pace with the field operations, (progressing at a moderate rate,) and promising final completion with the fiscal year ending June 30, 1861.

Illinois.—The surveys in this State having been completed, the archives in the surveyor general's office at St. Louis are ready for transmission to the State authorities at Springfield, Illinois; but no provision having yet been made by the State legislature for the reception and safe keeping of the same, the documents are kept in the surveyor general's office until the requisite law is enacted by the legislature, in conformity with the act of Congress approved January 22, 1853.

Missouri.—The surveys of the public lands and correction of erroneous and defective lines in former surveys have progressed slowly, mainly attributable to the fact that the remaining unsurveyed public lands are confined to the overflowed region situate between St. Francis and the Mississippi, allowing a short surveying season for finishing the work. The actual returns of the surveys show but about 140 miles, embracing islands in rivers and agricultural lands in the submerged region, amounting in the aggregate to but 48,000 acres; 30,681.23 of which enure to the State under the swamp land grant, and the residue, being found fit for agricultural purposes, was paid for by the United States.

The closing of the surveys undertaken in the year 1857 in the overflowed region in the southeastern portion of this State having proved more troublesome than was anticipated, owing to the periodical rise of waters in the St. Francis and Mississippi rivers, the final closing of the work under contract cannot be effected during the present fiscal year, and hence the archives of the surveyor general's office appertaining to the State of Missouri will not be in readiness to be transferred to the State authorities until June 30, 1860.

Arkansas.—Of all the surveys ordered in this State, there remains but a portion of township 2 south, of range 9 west, for the retracing of which a contract was entered into on the 15th February last. The surveyor general reports that the reason for non-completion was the prevalence of excessive rains and the overflowed condition of the township. The extent of the resurveys during the last year was 237 miles, embracing an area of 68,000 acres. Although the surveyor general reports the existence of certain unsurveyed lands in the overflowed portion of the northeastern part of the State, on the St. Francis river, and draws attention to applications for the resurveys of alleged fraudulent and erroneous work of former years, I am of opinion that

no further surveys ought to be made, as they are generally attended with difficulties, and complicate the evils sought to be avoided.

The original surveys of the public lands having been finished years ago, and the resurveys carried on to considerable extent, the time has arrived for closing the field operations in that State and bringing up the arrears of the office work, so that the archives of that surveying district may be transferred to the authorities of the State of Arkansas under the acts of January 12, 1840, and January 22, 1853.

To effect the closing of the surveyor general's office, which, it is believed, may be done within the present fiscal year, steps will be taken by this office to have the records completed and transferred to the State authorities. This proceeding obviates the necessity for the usual funds to pay the compensation to the surveyor general of Arkansas, and to his clerks, for the next fiscal year; and for this reason no estimates have been submitted for that purpose.

Louisiana.—The returns of surveys and resurveys in this State during the year ending 30th September last show 1,334 miles, covering an area of 166,000 acres.

The progress of field operations has been interrupted by the early rise of waters, and continuing during a great portion of the surveying season.

This, with the prevalence of disease, has retarded the progress of the work, and will defer the closing of this surveying district to a later period than was anticipated.

Among the most important surveys yet to be executed before closing the United States surveyor general's office of Louisiana, is that of township 12 south, of range 11 east, in which the city of New Orleans is situated. This subject has been repeatedly brought to our notice by surveyors general, but owing to the difficulty occasioned by the obliteration of surveys in the vicinity of the city, of numerous private claims in conflict, it may require twenty dollars per mile, or \$3,000 for the proper survey of the whole township.

The office work in the surveyor general's office is being prosecuted as rapidly as possible, with the view to the completion of the land records to be transferred to the State authorities.

Florida.—The surveys in this State, on account of the Seminole hostilities, since the year 1855, have been suspended. Upon the removal of the Indians from the peninsula to the country assigned to them west of the Mississippi, United States deputies, whose surveying contracts were incomplete prior to the outbreak of the Indian depredations, have resumed their respective field operations with the expectation of closing their contracts by the 1st of May next. The surveying sphere lies immediately northeast of Lake Oke-chobee, and is to the extent of over 3,000 lineal miles.

While the field operations in Florida were suspended, for the reasons alluded to, the work in the office of the surveyor general, in the preparation of the records of the public lands and private claims, for permanent preservation and delivery to the authorities of the State of Florida, progressed with despatch.

That business cannot be closed, with due regard to the public interests, at as early a period as was anticipated, owing to the pro-

tracted suspension of the field operations during two years past, and to the fact that the country south of Caloosahatchee river, hitherto considered as covered by swamps and everglades, and unfit for cultivation, is found by actual reconnaissance, during the operations of the United States troops in pursuit of the Indians, to contain large bodies of high lands, fit for agricultural purposes, and equal to any in the State for fertility.

Further. The surveyor general brings to the attention of this office the fact that there are 48 private land claims in Florida, amounting to 61,740 acres, which have never been located or surveyed, because of the vagueness of description and impracticability of ascertaining and fixing their precise localities.

He recommends that a float be granted to each of these upon unsurveyed lands, wherever they have been finally confirmed. It would comport with past policy for Congress to satisfy them, but with the restriction in location to *offered* lands.

The survey of the keys off the coast of Florida has been continued, under the provisions of the act of Congress approved June 28, 1848, entitled "An act respecting certain surveys in the State of Florida," through the instrumentality of the Coast Survey Office, under the direction of Professor Bache, agreeably to instructions from this office, dated October 24, 1848. The returns have been made of the various keys falling within 23 townships, and embracing about 27,000 acres of surface unfit for cultivation. Some of them, however, are adapted to the manufacture of salt, are devoid of timber, and chiefly covered with mangrove. The operations of the topographical parties commenced about twenty-four miles northeast of Key West and extended to Key Largo, about 54 miles.

For more detailed description of this work reference is made to the reports of the Superintendent of the Coast Survey to this office, dated July 20, 1857, and October 12, 1858, with the accompanying extracts from the sub-reports from officers in charge of the several surveying parties, which are herewith submitted.

Kansas and Nebraska surveying district.—The returns of the public surveys in this district during the year ending 30th of September last cover 20,000 miles of surveying—over 7,000,000 acres.

The surveyor general reports the progress during that period, in the field operations, as equal to 18,000 miles, at the aggregate cost of \$98,000. This extent of the surveys, in addition to that already reported, reaches a total in that district of 60,000 miles, covering 15,000,000 acres.

That officer further reports, in addition to the quantity of fifteen millions, that there will be surveyed and returns made by July 1, 1859, of about 5,000,000 acres, now in progress of survey. This will carry the surveys in that district up to 20,000,000 acres.

In consideration of this large provision for the demands of actual settlers, the estimate of the surveyor general for the year ending June 30, 1860, of \$185,560, has been reduced to \$40,000, and is submitted as adequate for field operations for that period in Kansas and Nebraska.

Pursuant to the order of the President of April 9, 1858, for the

removal of the surveyor general's office at LeCompton, Kansas, to Nebraska City, Nebraska Territory, the necessary instructions were despatched, the order carried into effect, and the office opened at Nebraska City, June 1, 1858.

The surveyor general invites attention to the condition of the New York Indian lands situate in the southern part of Kansas, and traversed by the Neosho and Verdigris rivers. This reservation has been set apart for those Indians by the treaty of January 15, 1838, at Buffalo creek, New York. The third article of that treaty provides that in case the Indians do not accept of and remove to their new homes (that reservation) within five years, or such time as the President may appoint, they shall forfeit their lands, and the same shall revert to the United States. The tribes have never accepted, so far we are advised, of these provisions, but individuals who may have removed there are equitably entitled to their pro rata share of said reservation. The fact of the non-emigration there of the Indians, except perhaps in a very few cases, has left the New York reserve generally vacant, if not abandoned, and consequently our people have gone on and made actual settlements, and these require favorable consideration.

Under the circumstances the General Land Office can take no action in the matter until such reserves as may be allowed under the treaty shall have been ascertained and reported. Then, by force of the provisions of said treaty, the unappropriated land will be open to settlement and sale.

The surveyor general reports surveying deficiency of \$14,000 in Kansas and Nebraska as having accrued during the four years incumbency of his predecessor, being since the organization of the district. This is the aggregate excess liability over the appropriations in four year's operations, and is but five per cent. upon the appropriation of \$300,000, and was the difference between the estimated amount of work when contracted for and the actual returns of the same when performed in the field.

New Mexico.—The surveying operations in this district have been prosecuted to much greater extent than heretofore, and entirely with Burt's improved solar compass, which, the surveyor general reports, has answered admirably any purpose claimed by the inventor.

The sphere of operations was chiefly in the valley of the Rio Grande del Norte, from the north boundary of Arizona to within twenty miles of the northern boundary of New Mexico, and on Rio Gallinas, a tributary of Rio Pecos, as well as on Rio Colorado, or Canadian Fork of the Arkansas.

The returns of these surveys embrace 6,000 miles, covering 830,000 acres.

The examination reported as made in June last by the surveyor general, while on a reconnoissance of the country in the vicinity of the Canadian Fork of the Arkansas river, shows the soil to be extremely rich, the climate salubrious, and that the country is well watered and produces excellent pasture; and suggests the propriety of considerable surveys of the public lands in that direction.

The surveyor general reports the mineral and agricultural resources

of the country as in progress of development, and that in working the richest mines machinery has been introduced.

It is also desired by that officer that legal provision be made authorizing an official seal for authenticating copies of documents, and that provision be made by which deputy surveyors could be authorized to administer oaths to their assistants, to obviate the labor and expense of repairing to a distant settlement for the services of a justice of peace.

The surveyor general submits enlarged estimates for the surveying service in New Mexico for the fiscal year ending June 30, 1860, viz :

\$30,000 for the survey of private claims and pueblo grants ; and \$200,000 for the survey of public lands.

The unexpended balance for the surveys of former years renders, in the opinion of this office, an estimate unnecessary.

Extensive surveys of the *public lands*, at this time, in that Territory, is not deemed proper or desirable: first, because of the non-extinction of the Indian title in desirable localities ; next, the non-confirmation, or want of legal provision for the summary and final confirmation of foreign titles, so as to enable us to properly separate them from the public domain. Therefore the surveyor general's estimate is reduced from \$200,000 to \$20,000, the latter sum being, in our opinion, adequate to the continuance, for the next year, of the field work within localities not exposed to the hostilities of the Indians.

Utah.—Since the departure of the surveyor general from his post in July, 1857, no surveying operations have been prosecuted in Utah. The late surveyor general reached Washington and reported to this office on the 11th June, 1857, assigning his reasons for the abandonment of his post to be that his person and life were in imminent danger.

On the 7th July succeeding he applied for permission to extend his absence from his post until 1st September, 1857, when he expected either to resume his duties or to deliver the office to his successor.

On the 13th July, 1857, the President appointed John C. Hays, of California, his successor, and Mr. Burr was advised thereof on the same day, and directed to deliver, or cause to be delivered over to him, the archives of the surveyor general's office.

The late surveyor general was also directed to carry out, as speedily as possible, the instructions of the 13th same month, and in the event of his successor not arriving at Salt Lake City by the 30th September then ensuing, he was required to cause his agent to surrender the office and archives to Governor Cumming, or other United States responsible officer on the spot. Eight months after the receipt of the above instructions Mr. Burr advised this office, on the 15th March, 1858, that he had despatched from Washington, D. C., on the last day of August, his son, as agent, to deliver the office and archives to Governor Cumming.

On the 5th day of April, 1858, Governor Young, of Utah, advised this office of his having taken possession of the surveyor general's archives for safe keeping.

Governor Cumming was requested to receive the archives belonging

to the surveyor general's office from Governor Young and hold them until a surveyor general should be qualified and take possession.

The pre-emption laws of the United States have not been, in express terms, extended to the Territory of Utah, nor has a land district been created therein.

By the 17th section of the act of September 9, 1850, to "establish a territorial government for Utah," it is provided that the "laws of the United States are hereby extended over and declared to be in force in said Territory, so far as the same, or any provision thereof, may be applicable." Similar provisions are found in the acts organizing the Territories of New Mexico, Kansas and Nebraska; yet, in the act of July 23, 1854, establishing the office of surveyor general in these Territories, the public lands within their limits are made subject to the "operations of the pre-emption act of September 4, 1841." In the absence of such legislative construction it would have been held that the general provision, extending "the laws of the United States," carried the pre-emption system into the Territory. As the Territory of Utah is now in peace, and its people yield obedience to the laws of the general government, it is recommended that it shall no longer be treated as an exception in the legislation for the Territories upon this subject, and that, to place the matter beyond question, the pre-emption policy be expressly extended to that Territory, and that one land district be organized therein, co-extensive with its limits.

California.—The returns of the surveys of the public lands and confirmed private land claims in California, received during the year ending 30 h September last, amount to about 4,000 lineal miles, embracing more than 1,000,000 acres of land, and the extent of the surveys executed since the organization of the surveying district in 1851, amounts to an aggregate of 89,000 miles of surveys, embracing nearly 24,000,000 of acres. In the above aggregate is included the progress of the field operations in that State during the year ending September 30, 1858, above 3,870 lineal miles, embracing upwards of 100,000 acres.

The sphere of the field operations has been interspersed with numerous private claims, presenting impediments to the uninterrupted progress of the lines of the public surveys.

The surveying accounts, growing out of the liabilities incurred by the late surveyor general, and for the payment of which a deficiency appropriation was made on the 4th of May last, have all been paid, with the exception of a few accounts, amounting to about \$10,000. These have been suspended and are awaiting the reception of the reports of the examiners, appointed by the surveyor general, to test the fidelity of the execution of the surveys in the field.

Since the deficiency estimate was submitted, on September 25, 1857, additional liabilities have been reported to the sum of nearly \$60,000.

This latter sum is reported by the surveyor general as in *full* of all the liabilities contracted by his predecessor over and above the regular appropriations for the surveys in California up to June 30, 1857. To provide the requisite means to liquidate these demands, and to prosecute further surveys, there is included in the present estimate \$103,000.

The surveyor general invites attention to the inadequate rate of compensation for running the exterior lines of public surveys and private land claims, suggests that \$25 per lineal mile be allowed, instead of the maximum of sixteen dollars under the existing law.

A communication from Deputy Norris is herewith transmitted, which shows the difficulties encountered in the survey of the confirmed private claims, and the propriety of commending the allowance to the favorable consideration, as recommended by this office under date 13th April last.

The lines of the public surveys have reached, and in some instances crossed, the Sierra Nevada. In order to continue those lines or close them upon the boundary, it is necessary that not only the eastern boundary be determined, run, and marked for that purpose, but also the northern, as the surveys in Oregon have reached the 42° of north latitude, being the northern boundary of California.

Washington Territory.—The progress of the surveys during the year ending September 1, 1858, is reported by the surveyor general to have been highly satisfactory, the returns, after passing strict examination, proved the work to have been faithfully executed.

The sphere of the field operations during the last year has been upon Shoalwater bay, Gray's harbor, Whidby's islands, southern coast of the Straits of Juan de Fuca, and on the Columbia river, and the surveyor general reports that those operations have developed excellent farming lands.

There are at present thirteen deputy surveyors in the field, who are expected to close their contracts within the fiscal year ending the 30th June next.

The extent of the surveying returns in this surveying district, during the year ending 30th September, 1858, amounts to about 1,400 lineal miles, embracing an area of 340,000 acres.

Under the donation law (now expired) eighty claims have been surveyed. The surveyor general reports that the progress in that branch of the service would have been greater had there been provision of law compelling claimants to have their claims surveyed within a limited period.

This office concurs in the opinion of the surveyor general of Washington and Oregon, that an act should be passed requiring claimants, within a limited period after the proving up of their claims, to make application for the survey thereof, otherwise their survey may remain unfinished for years to come.

The surveying service, in the field, has been prosecuted during the last year without any hindrance by the Indians, with the exception of the party under Deputy Surveyor Hunt, who, while in the performance of his duty on Whidby's island, was murdered by the savages; and the surveyor general reports that two of the Indians, through the instrumentality of the efficient agent for the Puget's Sound district, were arrested, and are awaiting trial at the military station at Fort Townsend.

The office work in the surveyor general's office is reported by him as having been kept up by his efficient and industrious employes.

Oregon.—The surveying operations in this district west of the Cascades are nearly finished, and might have been entirely completed had

the Indian difficulties not intervened, prices of labor not been affected by the gold excitement, and had the department possessed adequate means for the purpose.

Upon the passage of the act of Congress extending the surveying laws to the country lying east of the Cascades, the surveyors general made the necessary arrangements for the survey of the base line across the Cascade mountains, from the point situate 36 miles east of the intersection of the Willamette meridian with the base to a point on the eastern slope of these Territories, with the view to the timely surveying operations in Wasco county, of which Dalles is the county seat, and also in the settlements on Umatilla, Walla-Walla, John Day's, and the Des Chutes valleys.

The returns of the surveys of the public lands from Oregon during the last year, ending 30th September, 1858, exhibit nearly 1,400 lineal miles and embracing 350,000 acres. The progress has been commensurate with appropriations at the disposal of the surveyor general, and whatever deficiency may appear in the field operations as to their extent, when compared with former years, is more than compensated by the office work in the surveyor general's department, former arrearages in records having been nearly brought up.

The surveyor general reports that during the last year 190 settlers, under the donation laws, have filed their final proofs and were disposed of by his acting thereon and forwarding them to the registers of the respective land districts in Oregon. Also, that of all the surveys ordered by him and executed since his incumbency there remains the work of but two deputies to be examined in the field, and that the examiners of the surveys have invariably reported the surveys faithfully executed.

It was formerly the practice to send advances to the surveyor general to pay clerks and draftsmen in their several offices. This system has been changed since 1st July, 1858, the present plan being to make payment to them direct from the treasury, without the interposition of the surveyor general.

In regard to the late geological operations in Washington and Oregon, the department possesses no official data touching the services of the geologist further than presented in the last annual report.

Statement of the surveying returns to this Office from October 1, 1857, to September 30, 1858, showing the number of miles surveyed in the different States and Territories, and the aggregate number of acres embraced therein.

States and Territories.	Re-surveys.	Original surveys.	Original and re-surveys.
	<i>Miles. chs. lks.</i>	<i>Miles. chs. lks.</i>	<i>No. of acres.</i>
California.....		3,070 70 28	1,029,061.67
Washington Territory.....		1,377 16 01	340,231.42
Oregon Territory.....		1,918 40 46	349,880.79
Florida.....		72 13 37	5,278.09
Kansas Territory.....		10,467 28 97	3,679,692.10
Minnesota.....		9,155 06 76	2,059,782.19
Louisiana.....	1,334 68 07	415 46 66	166,678.12
Nebraska Territory.....		9,917 17 70	3,184,551.20
Iowa.....		2,025 18 46	619,456.52
Michigan.....	709 46 26		168,323.91
Wisconsin.....		4,930 44 69	1,270,761.10
Arkansas.....	237 40 52		68,720.71
Missouri.....		142 70 58	46,820.63
Illinois.....	16 66 55		
New Mexico.....		5,895 77 86	830,743.69
	2,298 64 40	49,388 50 80	13,821,182.14

PRIVATE LAND CLAIMS.

Titles derived from former governments, which have been recognized by the United States, pursuant to treaty stipulations.

The duties devolved upon this office in connexion with this branch of the service demand in their performance much care, with patient and laborious investigation. The great mass of the claims in California, which had their origin under Spain and Mexico, have been finally acted upon by the courts, and the surveys are progressing as rapidly as the means at command and the nature of the business will permit. The whole number of surveys platted, approved, and returned by the surveyor general in that State is ninety-two, and patents have been issued on thirty-eight of them. These claims are scattered throughout California, presenting every variety of form, varying in quantity from a "town lot" to "ranchos" of many thousand acres.

It is made by law the duty of the surveyor general to cause all *finally confirmed* claims to be surveyed, and to return to this office a plat of survey duly approved by him.

For his government in making those surveys instructions have been issued by this office at various times, embodying as prominent points the following: That the decree of confirmation must govern, and where its terms are specific they must be strictly adhered to in

locating and surveying the claims; that where the confirmation is for a certain quantity within extended boundaries, embracing a surface greater than the area confirmed, the location must be taken within that surface in compact form, in accordance with the lines of the public surveys, at the election of the confirmee as to the precise locality, and in such manner, when practicable, as not to interfere with other claims. Where such interference is inevitable, the conflict is to be settled according to the principles prescribed in the 6th section of the act of March 3, 1831, creating the office of surveyor general of Louisiana, as extended to California by the 13th section of the act of March 3, 1851, for the settlement of private land claims in that State.

In case the confirmee has sold a part of his claim, the portion sold is to be treated as an election on the part of the confirmee to the extent and of the locality embraced by such sale.

When the approved plat of final survey is returned to this office, it undergoes a critical examination in regard to its conformity in location and survey with the decree of confirmation, as well as to test the accuracy of the work. In deciding upon the locality, it is often necessary to recur to the original Spanish or Mexican grant and map, (*diseño*,) reference being made to them in the final decree. The defects in these old title papers are generally want of specific calls and description in the grants and in the maps. In fact, there is the absence of almost everything that renders a map useful. The *diseños* are generally rude sketches, not based upon survey, without accuracy even as to the relative position of the prominent natural features of the locality, and without indicating a single course or distance. Hence arises grounds for contention among claimants, disputes and difficulties between them and the settlers, devolving upon this office concentrated difficulties for solution and adjustment. When this is done by the rendition of our decision, a considerable amount of labor is still required to carry the claims into grant. Some idea of this may be formed when it is stated that each patent on parchment contains a full transcript of the whole survey, extending in the larger claims to hundreds of courses and distances, and accompanied by a transcript of the approved plat, the whole to be committed to record. Thirty-four of these grants have been issued within the past year, embracing in the aggregate 540,577 acres, covering, exclusive of the plats, 482 large folio pages of record, being an average of over fourteen pages for each grant.

In *New Mexico*, where there are numerous urban and rural grants from Spain and Mexico, and where, as in California, the precious metals abound, no means have yet been prescribed by law for their final adjustment. As the Territory rises in importance in the social and political scale, her landed interests necessarily become enhanced in value, as they have been very materially since the transfer of the Territory to the United States. It is therefore important to meet the expectations of our citizens, that prompt legislative action should be had, looking to a speedy, just and final settlement of ancient titles in that region.

Independently of the considerations suggested, it is a measure in-

dispensable to the separation of public from private property, so that the United States, as an immense land holder there, may be able to dispose of the soil without interference with private rights.

We have a multitude of confirmed ancient titles, of Spanish, French and British origin, falling within the limits of the States of Louisiana, Mississippi, Missouri, and Arkansas, which were carved out of the Louisiana cession of 1803, and also extensive grants in Florida. In addition to these, we have ancient settlement claims in the lower Peninsula of Michigan; in Indiana, at the old Vincennes post; in Illinois, such as Kaskaskia, Peoria, and other French settlements; and in Wisconsin at Prairie Du Chien and Green Bay. These are coming up from time to time, either to obtain grants or as the subject of inquiry to ascertain the source and nature of title, for the information of parties concerned or contesting. These require great research and patient examination, in order to discharge the duties required of the general government in regard to them.

In respect to Indian reservations this office is prepared to answer applications on demand, where the survey and other proceedings are found regular, and during the past year grants have issued for Choctaw, Chickasaw, Winnebago, Wyandott and Chippewa lands.

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OREGON AND WASHINGTON DONATIONS.

Act of September 27, 1850, and acts amendatory.

This class of claims, though requiring generally less labor in their examination than California titles, owing to their small size in comparison with the latter, and the nature of the titles resting upon occupation of recent date, still require great care in their investigation and a critical examination before patenting. The conflicts of boundaries in some of the older claims, which, under the law, are admitted without regard to the lines of the public surveys, lead to serious difficulties and delay in their adjustment, and many intricate questions arise involving the legal rights of contesting parties. In one of these cases, known as the "Portland City" claim, recently decided by this office on an appeal from the decision of the land officers in Oregon, the record would make several printed volumes, with elaborate arguments filed by counsel for the different parties in interest.

Patents have been issued for 50 of these claims. In connexion with this subject complaints have reached this office from persons engaged in gold mining in Oregon, representing that, owing to the fact that the *mineral lands* are not properly indicated on the township maps, important mining interests may be seriously affected and much difficulty created by permitting settlers to locate on mineral lands, as the law exempts such lands from donation or pre-emption. There can be no doubt of the existence of valuable mineral deposits within the Territory, confined within such narrow limits as to have escaped notice by the surveyors, or where the gold has been discovered since the survey. To provide as far as possible against the evil apprehended from this source, and insure due observance of the law, the

only remedy now is to place the matter in charge of the local land officers.

The registers and receivers in Oregon and Washington Territories have accordingly been instructed, where they have reason to believe that mineral lands exist, or where mining is in actual operation, or expenses have been incurred with a view to mining, to take proper measures to ascertain the character of the lands, and admit testimony on application on the part of the mining interest and upon satisfactory proof that a tract is *mineral*, not to permit it to be located; the rule for determining the character of the land in such cases to be, that if it contain such quantity of the precious metals as to make mining remunerative, and raise it in value above merely agricultural land, it shall be considered *mineral*, otherwise to be treated as agricultural land.

Among the most important measures requiring the action of our government is the extinction of the Hudson's Bay and Puget's Sound agricultural interests in Washington Territory. Should this be accomplished in the manner contemplated by the treaty of 1846, between the United States and Great Britain, all parties will be satisfied, and our people relieved from a class of claims which sooner or later must be quitted.

TIMBER.

The trust devolved upon the department in the management and sale of the public lands has drawn into action the incidental but important function for the protection of the public timber.

Its spoliations had become extensive from the impunity with which depredations had been committed, and the wrong had almost tacitly ripened into a privilege, notwithstanding the inhibitory laws of Congress, and the possession by the United States of the same civil rights and remedies as individuals for the protection of their property from waste.

Looking to this condition of things and to extensive combinations which had been formed for the work of depredation, the department, in order to avoid a tax upon the treasury by the employment of permanent agents, has resorted to the instrumentality of our district land officers, defining their duties, pointing out the law, and requiring them to resort to the legal authorities to punish the wrong doers and vindicate the public rights. The efficiency of this system is shown in the abatement of any serious complaint and the general arrest of the evil.

The foregoing outline of prominent subjects, dealt with during the past year, conveys no idea of the immense labor and results incident to the varied multiplied and multiplying duties of the department, to whose care is committed the great landed interest of the Union, covering some fourteen hundred and fifty millions of acres. The gradual extensions of our public surveys are conducted under the professional principles which experience has developed, and under safeguards established for security and fidelity in the execution of the work. The restless and adventurous spirit of our people, and particularly of the

frontier men, is pressing into the great interior region, the general features of which, twenty years ago, were but imperfectly known to the body of our citizens. Over the advancing settlements the law throws its protection, and with them go interests under all the varied forms of grant which Congress has provided for educational and other purposes essential to the happiness and prosperity of man, and to the strengthening of our political institutions. As we advance in this widened sphere of operations, we meet, over portions of our territory acquired from France, Spain, and Mexico, and of Great Britain, with individual rights, protected by treaty, which we are required to respect and ripen into patent from the United States. Aside from these, during the past year, our issues of land patents for sales and locations have numbered over ninety thousand. We have also patented to sovereign States under the swamp act, which, averaging the tracts at 80 acres, would equal 58,205 patents, and certified to States for railroads an additional number of 7,868; the whole being equal within the past year to a regular issue of ordinary cash system patents of over one hundred and fifty-six thousand, and before the close of the present calendar year the great mass of Kansas Indian Trust land patents will have been transmitted to their appropriate destination. In the progress of this Mosaic work of titles, difficult questions of land tenures have arisen, been discussed and settled—probably as many issues made and determined as are found on the dockets of many of the United States courts.

As to the intricacy of some of these, and the magnitude of interest involved, the reported decisions of the Supreme Court of the United States will bear testimony. The points ruled are necessarily, in all grave matters, carried up by appeal, adding to the weighty and responsible duties of the head of the Department of the Interior, under the direct revision of whom they are passed, and by whom they are finally adjudged.

Respectfully submitted.

THOS. A. HENDRICKS, *Commissioner*.

HON. JACOB THOMPSON,
Secretary of the Interior.

REPORT OF THE COMMISSIONER OF INDIAN AFFAIRS.

DEPARTMENT OF THE INTERIOR,
Office Indian Affairs, November 6, 1858.

SIR: I have the honor to submit, for your consideration, the usual annual report on Indian affairs.

No change has taken place during the past year in our relations with the various border and other tribes, with which we have for some time had treaty engagements; and the annual reports from this office for the last and several previous years having fully set forth all the material facts in regard to their location, condition, and circumstances, I omit on this occasion the usual detail of particulars in relation to them. A mass of interesting information respecting them and their affairs will, however, be found in the accompanying reports of the superintendents and agents having them in charge.

As heretofore reported, the whole number of Indians within our limits is estimated to be about 350,000. These consist of one hundred and seventy-five separate and distinct tribes and bands, with forty-four of which we have treaty engagements.

The whole number of ratified treaties with Indians entered into since the adoption of the federal Constitution is three hundred and ninety-three, nearly all of which contain provisions that are still in force, and the proper execution of which occupies a large portion of the time and attention of this office from year to year. Most of them were treaties of cession, by which large bodies of land were acquired from the tribes with which they were made, for occupation and settlement by our white population. It is estimated that the quantity of land thus acquired is about 581,163,188 acres, and that the entire cost thereof, including the expense of fulfilling all the stipulations of the treaties, will be \$49,816,344. From a considerable portion of these lands the general government derived no pecuniary advantage, as on the extinguishment of the Indian usufruct title they became the property of the States within whose boundaries they were situated. From what has up to this time been sold of the others, it is estimated that there has been received into the federal treasury an amount which exceeds the entire cost of the acquisition of the whole and the expense of surveying and selling those disposed of by at least one hundred millions of dollars. The amount applicable for fulfilling treaty stipulations with the various tribes and for other objects connected with our Indian policy, during the present fiscal year, was \$4,852,407 34; of which sum \$204,662 89 was derived from investments of trust funds in stocks of various States and the United States. The whole amount of trust funds held on Indian account is \$10,590,649 62, of which

\$3,502,241 82 has been invested in that manner; the remainder, viz: \$7,088,407 80 being retained in the Treasury, and the interest thereon annually appropriated by Congress. As by this latter arrangement the government every twenty years pays an amount equal to that of the principal so retained, it is worthy of consideration whether it will not be expedient and advisable, when the national treasury shall be in a condition to admit of it, also to invest that amount in like manner with the other Indian trust funds.

The aggregate amount appropriated by Congress for the service of this department during the present fiscal year, was \$2,659,389 00, of which \$1,309,054 00 was required for the fulfillment of absolute and specific treaty stipulations. The remainder, viz: \$1,350,335 00, was mainly for recognised and established objects of expenditure connected with our Indian policy, and it was only over it that any discretion whatever could be exercised in regard to economy. By a careful and rigid supervision of the expenditures, however, and by a system of retrenchment which has been commenced in the administration of the policy of colonizing the Indians on the reservations established in Oregon, California, and Texas, this office hopes to be able to effect a material reduction in its expenditures for the remainder of this, and during the next fiscal year. In making up the estimate recently submitted for the last mentioned period, every item which admitted of the exercise of any discretion, was carefully scrutinized; and, in all instances where it was deemed prudent and practicable, reduced to the lowest possible amount. In consequence of such reductions, the sum estimated as necessary for the next, is less by \$744,829 51, than the amount of the appropriations for the present fiscal year.

From the commencement of the settlement of this country, the principle has been recognised and acted on, that the Indian tribes possessed the occupant or usufruct right to the lands they occupied, and that they were entitled to the peaceful enjoyment of that right until they were fairly and justly divested of it. Hence the numerous treaties with the various tribes, by which, for a stipulated consideration, their lands have, from time to time, been acquired, as our population increased.

Experience has demonstrated that at least three serious, and, to the Indians, fatal errors have, from the beginning, marked our policy towards them, viz: their removal from place to place as our population advanced; the assignment to them of too great an extent of country, to be held in common; and the allowance of large sums of money, as annuities, for the lands ceded by them. These errors, far more than the want of capacity on the part of the Indian, have been the cause of the very limited success of our constant efforts to domesticate and civilize him. By their frequent changes of position and the possession of large bodies of land in common, they have been kept in an unsettled condition and prevented from acquiring a knowledge of separate and individual property, while their large annuities, upon which they have relied for a support, have not only tended to foster habits of indolence and profligacy, but constantly made them the victims of the lawless and inhuman sharper and speculator. The very material and marked difference between the northern Indians and

those of the principal southern tribes, may be accounted for by the simple fact that the latter were permitted, for long periods, to remain undisturbed in their original locations; where, surrounded by, or in close proximity with a white population, they, to a considerable extent, acquired settled habits and a knowledge of and taste for civilized occupations and pursuits. Our present policy, as you are aware, is entirely the reverse of that heretofore pursued in the three particulars mentioned. It is to permanently locate the different tribes on reservations embracing only sufficient land for their actual occupancy; to divide this among them in severalty, and require them to live upon and cultivate the tracts assigned to them; and in lieu of money annuities, to furnish them with stock animals, agricultural implements, mechanic-shops, tools and materials, and manual labor schools for the industrial and mental education of their youth. Most of the older treaties, however, provide for annuities in money, and the department has, therefore, no authority to commute them even in cases where the Indians may desire, or could be influenced to agree to such a change. In view of this fact, and the better to enable the department to carry out its present and really more benevolent policy, I would respectfully recommend and urge that a law be enacted by Congress, empowering and requiring the department, in all cases where money annuities are provided for by existing treaties, and the assent of the Indians can be obtained, to commute them for objects and purposes of a beneficial character.

The principle of recognising and respecting the usufruct right of the Indians to the lands occupied by them, has not been so strictly adhered to in the case of the tribes in the Territories of Oregon and Washington. When a territorial government was first provided for Oregon, which then embraced the present Territory of Washington, strong inducements were held out to our people to emigrate and settle there, without the usual arrangements being made, in advance, for the extinguishment of the title of the Indians who occupied and claimed the lands. Intruded upon, ousted of their homes and possessions without any compensation, and deprived, in most cases, of their accustomed means of support, without any arrangement having been made to enable them to establish and maintain themselves in other locations, it is not a matter of surprise that they have committed many depredations upon our citizens, and been exasperated to frequent acts of hostility.

The Indians in Oregon and Washington number about 42,000, and are divided into 35 tribes and bands. The only treaties in force with any of them, are with those who inhabited the valuable sections of country embraced in the Rogue river, Umpqua and Willamette valleys. After repeated acts of hostility and continued depredations upon the white settlers, the Indians in Oregon were removed to, and are now living upon the reservations, one on the western and the other on the eastern side of the coast range of mountains; and the country to which their title was extinguished has rapidly filled up with an enterprising and thrifty population. In the year 1855, treaties were also entered into by the superintendent of Indian affairs for Oregon, and by Governor Stevens, *ex officio* superintendent for Wash-

ington Territory, with various other tribes and bands, for the purpose of extinguishing their title to large tracts of country, which were needed for the extension of our settlements, and to provide homes for the Indians in other and more suitable locations, where they could be controlled and domesticated. These treaties not having been ratified, the Indians were sorely disappointed in consequence of the expectations they were led to entertain of benefits and advantages to be derived from them not being realized. Moreover, the whites have gone on to occupy their country without regard to their rights, which has led the Indians to believe that they were to be dispossessed of it without compensation or any provision being made for them. This state of things has naturally had a tendency to exasperate them; and, in the opinion of well informed persons, has been the cause of their recent acts of hostility. The belief is confidently entertained, that, had the treaties referred to been ratified and put in course of execution, the difficulties that have occurred would not have taken place; and there can be but little if any doubt, that the cost of the military operations to subdue the Indians, and the losses sustained by our citizens from their depredations and hostilities, will amount to a far greater sum than would have been required to extinguish their title and establish and maintain them, for the necessary period, on properly selected reservations, had that policy in respect to them been sanctioned and timely measures taken to carry it out.

It cannot be expected that Indians situated like those in Oregon and Washington, occupying extensive sections of country, where, from the game and otherwise, they derive a comfortable support, will quietly and peaceably submit, without any equivalent, to be deprived of their homes and possessions, and to be driven off to some other locality where they cannot find their usual means of subsistence. Such a proceeding is not only contrary to our policy hitherto, but is repugnant alike to the dictates of humanity and the principles of natural justice. In all cases where the necessities of our rapidly increasing population have compelled us to displace the Indian, we have ever regarded it as a sacred and binding obligation to provide him with a home elsewhere, and to contribute liberally to his support until he could re-establish and maintain himself in his new place of residence. The policy, it is true, has been a costly one, but we have been amply repaid its expense by the revenue obtained from the sale of the lands acquired from the Indians, and by the rapid extension of our settlements and the corresponding increase in the resources and prosperity of our country.

One of the difficulties attending the management of Indian affairs in Oregon and Washington, is the insufficiency of one superintendent for the great extent of country, and the numerous tribes and large number of Indians in the two territories. The superintendent reiterates his former representations respecting the necessity for two additional superintendencies, and your attention is respectfully recalled to the subject, as presented in the report from this office on the 6th of May last.

The superintendent again represents the necessity for the employment of a small war steamer for the protection of our settlements and

the friendly Indians along Puget's Sound and the waters of Admiralty Inlet, from the hostile and predatory visits of the warlike Indians from Vancouver's Island and the neighboring British and Russian possessions, who move so swiftly in their large boats, that it is impossible to overtake or cut them off except by means of such a vessel.

The policy of concentrating the Indians on small reservations of land, and of sustaining them there for a limited period, until they can be induced to make the necessary exertions to support themselves, was commenced in 1853, with those in California. It is, in fact, the only course compatible with the obligations of justice and humanity, left to be pursued in regard to all those with which our advancing settlements render new and permanent arrangements necessary. We have no longer distant and extensive sections of country which we can assign them, abounding in game, from which they could derive a ready and comfortable support; a resource which has, in a great measure, failed them where they are, and in consequence of which they must, at times, be subjected to the pangs of hunger, if not actual starvation, or obtain a subsistence by depredations upon our frontier settlements. If it were practicable to prevent such depredations, the alternative to providing for the Indians in the manner indicated, would be to leave them to starve; but as it is impossible, in consequence of the very great extent of our frontier, and our limited military force, to adequately guard against such occurrences, the only alternative, in fact, to making such provision for them, is to exterminate them.

Five reservations have been established in California, on which, according to the reports of the agents, 11,239 Indians have been located; two in Oregon, with 3,200 Indians; and two in Texas, with 1,483. The whole amount expended in carrying out this system, thus far, has been \$1,173,000 in California, and \$301,833 73 in Texas. The exact sum which has been expended on account of the reservations in Oregon, has not yet been ascertained, but the whole amount disbursed for Indian purposes in that, and the territory of Washington since 1852, up to the 1st of July last, is \$1,323,000. The amount disbursed in New Mexico for the same period and purpose, \$212,506, and in Utah, from 1853 to the 1st of July last, \$172,000.

The operations thus far, in carrying out the reservation system, can properly be regarded as only experimental. Time and experience were required to develop any defects connected with it, and to demonstrate the proper remedies therefor. From a careful examination of the subject, and the best information in the possession of the department in regard to it, I am satisfied that serious errors have been committed; that a much larger amount has been expended than was necessary, and with but limited and insufficient results.

From what is stated by the superintendent for Oregon and Washington, in his annual report herewith, in regard to the two reservations in Oregon, it is apprehended that a great mistake was made in their location, the lands not appearing to be such as will afford the Indians a comfortable support by their cultivation, and that, consequently, so long as they are kept there they must be entirely sustained, at an enormous expense, by the government.

From accompanying reports, it would seem that in California a

greater number of reservations have been established and a much heavier expense incurred than the condition and circumstances of the Indians required, as has probably been the case in respect of all the reservations or Indian colonies that have been commenced. In the outset it was the confident expectation that the heavy expense attending these colonies would rapidly diminish, from year to year, and that, after the third year at furthest, they would require but little if any outlay on the part of the government, the Indians in the meantime being taught to support themselves by their own exertions. This expectation has not been realized; neither have the expenses been diminished nor the Indians been materially improved. The fault has not, however, it is believed, been in the system, but in the manner in which it has been carried out. Too many persons have been employed to control, assist, and work for the Indians, and too much has been done for them in other respects. They have not been sufficiently thrown upon their own resources, and hence the colonies have not become any more competent to sustain themselves than they were when they first commenced. Time and experience having developed errors in the administration of the system, the proper reforms are now being introduced.

No more reservations should be established than are absolutely necessary for such Indians as have been, or it may be necessary to displace, in consequence of the extension of our settlements, and whose resources have thereby been cut off or so diminished that they cannot sustain themselves in their accustomed manner. Great care should be taken in the selection of the reservations, so as to isolate the Indians for a time from contact and interference from the whites. They should embrace good lands, which will well repay the efforts to cultivate them. No white persons should be suffered to go upon the reservations, and after the first year the lands should be divided and assigned to the Indians in severalty, every one being required to remain on his own tract and to cultivate it, no persons being employed for them except the requisite mechanics to keep their tools and implements in repair, and such as may be necessary, for a time, to teach them how to conduct their agricultural operations and to take care of their stock. They should also have the advantage of well conducted manual labor schools for the education of their youth in letters, habits of industry, and a knowledge of agriculture and the simpler mechanic arts. By the adoption of this course, it is believed that the colonies can very soon be made to sustain themselves, or so nearly so that the government will be subjected to but a comparatively trifling annual expense on account of them. But it is essential to the success of the system that there should be a sufficient military force in the vicinity of the reservations to prevent the intrusion of improper persons upon them, to afford protection to the agents, and to aid in controlling the Indians and keeping them within the limits assigned to them.

It would materially aid the department in its efforts to carry out the system successfully, in respect to the Indians in California, if that State would, like Texas, so far relinquish to the general government her jurisdiction over the reservations to be permanently retained there, as to admit of the trade and intercourse laws being put in force within

their limits, so as to secure the Indians against improper interference and intercourse, and to prevent the traffic with them in ardent spirits. Much good could also probably be accomplished by the introduction of a judicious system of apprenticeship, by which the orphans and other children of both sexes, could be bound out for a term of years, to upright and humane persons, to be taught suitable trades and occupations: provided the necessary State laws were enacted to authorize and regulate such a system. I would suggest the propriety of an application being made to the proper authorities of California for the requisite State legislation on both these subjects.

The only additional information of any importance respecting the Indians in Arizona, which has been obtained since the last annual report, will be found in the accompanying report of Godard Bailey, special agent, on the subject of Indian affairs in that territory. Concurring generally in the suggestions made by him, I would call special attention to his recommendations in regard to the Pimas and Maricopa bands. The loyal character of these Indians, and their uniform kindness towards our emigration and other citizens, justly entitle them to kind and generous treatment in return. Measures should be adopted to secure them in the possession of their lands, and they should be furnished with some agricultural implements and seeds, and also the means of defence against the wilder tribes, to whose depredations and hostilities both they and our citizens are subjected. Such a course towards them would lastingly confirm their friendship for our government and people, and enable us, with great advantage, to avail of their influence and services in controlling and keeping in subjection the wilder and lawless tribes in that region of country.

The Indians of New Mexico have generally remained quiet and peaceable during the year, except the large and powerful tribe of Navajoes, who have continued their depredations and outrages upon our citizens, in violation of their treaty obligations. Every effort has been made to persuade them to cease their lawless conduct, but in vain, and no alternative is left but to chastise them into submission.

Our citizens in that Territory have suffered severely from Indian depredations since its acquisition by the United States. Claims have been sent in for property lost in that manner amounting to \$516,160 68. The attention of Congress has heretofore been called to the subject of these demands, and it is for that body to determine what course shall be adopted in regard to their liquidation.

I would respectfully re-urge that provision be made by Congress, at an early day, for surveying and defining the boundaries of the tracts of land owned and occupied by the Pueblo Indians in New Mexico.

There appears to be a material improvement in the disposition and conduct of the Indians in Utah, caused doubtless by the presence of the large military force which has been sent there, and which has rendered the northern route to our possessions on the Pacific coast much safer than heretofore to the overland emigrant.

Measures have been adopted for the location and survey of a third reservation in Texas, for which provision was made at the last session of Congress, to complete the arrangements for the colonization of the Indians of that State: but it is essential to the welfare of those In-

dians that the trade and intercourse law be extended over their reservations, in order to enable the department and its agents to protect them from improper interference by lawless white persons, and to prevent the fatal traffic with them in intoxicating liquors.

I regret to state that no progress has yet been made in carrying out the provision in the act of March 3, 1857, for "collecting and establishing the Southern Comanches, Wichitas, and certain other bands of Indians, on reservations to be located south of the Arkansas river and west of the ninety-eighth degree of longitude." Those Indians are wild and lawless in their disposition and habits, and cannot be brought together without danger of difficulties occurring among themselves or of their committing forays upon the western Choctaws and Chickasaws, with whom they will be brought into close proximity, and whom we are bound, by treaty stipulations, to protect from such casualties. A strong military force at the proper point in the region of country where it is intended to settle them, is absolutely necessary to hold in check and control them, and to afford the requisite protection to the agent appointed to take them in charge. And until it shall be in the power of the War Department to furnish such a force for that purpose no successful efforts can be made to carry out the intention of the above quoted provision. Not even the agency for those Indians can until then be established, as, for the necessary security among Indians so lawless and treacherous, it must be in the immediate vicinity of the post which it is the understanding shall be located there as soon as troops are available to occupy it.

A bitter controversy having arisen among the Choctaws, growing out of a reorganization of their government, and it being likely to lead to serious difficulty, if not domestic strife and bloodshed, the department was compelled to interpose for the purpose of arresting it. The occurrence was the more to be regretted because of the excellent character of the Choctaws and their uniform good conduct heretofore. I am happy to state, however, that the difficulty appears to have been amicably arranged and settled by the judicious course pursued by Superintendent Rector, acting under the positive instructions given to him by your direction, a copy of which is herewith. With the exception of this disturbance among the Choctaws peace and good order have continued to prevail among all the different tribes of the southern superintendency. Much credit is also due to the same officer for his judicious management in effecting the removal last spring of nearly the whole of the Seminoles in Florida to the country set apart for them west of Arkansas, an object which the government had, at an expense of many millions of dollars, been working for more than twenty years to accomplish, but with only partial success. It is, further, highly commendable that his operations were conducted with the most rigid economy, but a comparatively trifling amount having been expended by him, and much less than the department apprehended would be required. He is under instructions to return to Florida for the purpose of removing the few Indians who could not be found when he was there last spring, but who have since made their appearance and manifested a wish to follow their brethren to their home in the west.

I would respectfully call attention to the recommendation in your annual report and that of this office for last year, in regard to the establishment of a federal court or courts for the convenience and benefit of the Choctaws, Chickasaws, Creeks, and Cherokees. It is certainly a provision which they are justly entitled to have made for them, in consideration of their condition and the inconveniences and disadvantages under which they now labor.

The several well grounded recommendations contained in last year's annual report on Indian affairs, in regard to the Indians in Kansas and Nebraska, very clearly point out the course of policy to be pursued towards them, and are therefore respectfully renewed.

I would, however, ask special attention to the necessity which exists for immediate legislation respecting the lands in Kansas formerly intended for the Indians of New York. By the second article of the treaty with those Indians of January 15, 1838, it was provided that a tract, with certain metes and bounds should be set apart for them, "to include one million, eight hundred and twenty-four thousand acres of land, being three hundred and twenty acres for each soul of said Indians as their number are at present computed," and "with full power and authority in the said Indians to divide said lands among the different tribes, nations, or bands in severalty." By the third article, such of them as did not accept and remove to the lands thus set apart for them within five years, or such other time as the President should appoint, were to forfeit all interest therein. Only a small number of them so accepted and removed, the greater body having remained and being now permanently located in the State of New York. Those who went and are now living are entitled to have their shares assigned to them, after which the remaining lands should be brought into market and sold; but the department has no authority to adopt either measure, because, by the treaty, the lands were separated from the public domain for the purpose stated, and the division among the individual Indians was to be made amongst themselves by their tribes and bands after removal. The proper legislation in the case is therefore necessary, especially as the tract is being rapidly settled up, and it may soon be difficult to assign the Indians their shares without doing injustice to those who have in good faith made locations and improvements upon the lands, under the impression that they were public lands and open to settlement.

I would further state that, to avoid conflicts of jurisdiction and other difficulties, it is necessary that the twenty-fourth section of the act of June 30, 1834, to regulate trade and intercourse with the Indian tribes, which for judicial purposes attached to Missouri the whole of the then Indian country west of that State, shall be so amended and changed as to vest in the United States courts in Kansas and Nebraska the jurisdiction in all cases arising under that act which it conferred upon the United States district court for Missouri.

It is important that there be some early legislation in regard to those provisions in the treaties of 1854 with the Shawnees and the Kaskaskias, Piankeshaws, Peorias and Weas, which subject the alienation of the lands secured to individual members of those tribes or bands to such restrictions as the President or Congress may think

proper to impose. In the absence of such necessary legislation there is no authority to sanction or confirm any permanent disposition which the reservees may desire to make of the lands thus secured to them, however important it might be for their interests and welfare.

The thirteenth section of the act of the 12th of June last, "making appropriations for certain civil expenses of the government," established "the line surveyed by John C. McCoy, in eighteen hundred and thirty-eight, as the western boundary of the half-breed tract, specified in the tenth article of the treaty made between commissioners on the part of the United States and certain Indian tribes, at Prairie du Chien, on the 15th of July, 1830," as "the true western boundary of said tract." I beg leave to state that it has been clearly and satisfactorily ascertained that said line is not in accordance with the positive and specific requirements of the treaty, and that if the above quoted provision is to prevail, the Indians interested will be deprived of over seventeen thousand acres of land to which they are justly entitled by the treaty, which is and should be regarded as the supreme law.

The act of Congress of the 8th of June last required that the sale which had been made by the Christian Indians to A. J. Isacks, of the reservation of four sections of land which they held in Kansas, should be confirmed by the President on the payment of the purchase money, viz: \$43,400, to the Secretary of the Interior within ninety days after the passage of the act, the amount to be applied in part for the purchase of a permanent home, the erection of buildings, and for other beneficial objects for the Indians, and the remainder to be invested for the support of a school among them. The money having been so paid, the sale was duly confirmed, and measures will be adopted to procure those Indians a suitable home.

In conformity with the provision of the 2d section of the act of March 3, 1853, treaties were entered into in March and April last with the Poncas and the Yancton Sioux, who reside west of Iowa, for the purpose of extinguishing their title to all the lands occupied and claimed by them, except small portions on which to colonize and domesticate them. This proceeding was also deemed to be essentially necessary in order to obtain such control over those Indians as to prevent their interference with our settlements, which are rapidly extending in that direction. Those treaties were duly laid before the Senate at its last regular session, but were not, it is understood, finally acted on by that body.

Relying upon the ratification of their treaty and the adoption of timely measures to carry out its provisions in their favor, the Poncas proceeded, in good faith, to comply with its stipulations on their part, by abandoning their settlements and hunting grounds, and withdrawing to the small tract reserved for their future home. Being without a crop to rely upon, and having been unsuccessful in their usual summer hunt, they were reduced to a state of destitution and desperation. As nothing had been done for them under the treaty, they concluded it was void, and threatened to fall back upon their former settlements, some of the most important of which had, in the meantime, been taken possession of, and were occupied by numerous white

persons. To prevent this, and a consequent collision between the parties, as well as to save the Poncas from extreme suffering, if not actual starvation, the department has been compelled to incur a heavy expense in furnishing them with the necessary provisions.

Treaties were also negotiated with the Med-a-way-kan-toan and Wah-pay-koo-tay, and the Se-see-toan and Wah-pay-toan bands of the Sioux Indians, for the purpose of reducing the large reservations on which they reside, in the western part of Minnesota, and to arrange for the division and assignment to them, in small tracts, of the lands to be retained by them. Such an arrangement is necessary for the well being of those Indians, who have so far improved since they have been concentrated on their reservations, as to be in a condition to dissolve their tribal organization and to become possessed of individual property in their lands. The considerable surplus land now occupied by them is also required for the use of the increasing white population by which they are becoming surrounded. Like considerations render it expedient and important that a treaty for the same purpose be made with the Winnebagoes at an early day.

Our relations with the Se-see-toan and Wah-pay-toan bands of Sioux have been materially interfered with by the Yanctonnais band, who complain that the cession made by the former by the treaty of 1851, embraces a considerable portion of territory which belonged to them. They create much trouble and difficulty by coming into the annuity payments and claiming a large share of the money distributed to those bands; and they evince so vengeful a disposition as to occasion the constant apprehension of their breaking out into hostilities, which would lead to very serious consequences in the loss of both life and property on that frontier. It was deemed advisable to send them some presents for the purpose of soothing their irritation and satisfying them of the friendly disposition of the government towards them, and thus to prepare the way for holding a council with them under favorable circumstances, with a view to the settlement of the existing difficulty. Congress having made the necessary appropriations, suitable presents to the amount of \$21,000 were purchased and sent out in July last; a special agent having, at the same time, been appointed to apprise them of the views and wishes of the department, and to induce them to appoint a time for receiving the presents and holding a friendly conference. No satisfactory result attended this proceeding. They behaved with great incivility, and refused either to receive the presents or to fix any time for a council for the settlement of their alleged grievances.

The Indians in the region of the upper Missouri and its head waters, were, fortunately, not visited the past season with the small-pox, with which they were so severely scourged last year. Those within the Blackfeet agency, consisting of the tribes of that name, the Gros Ventres, Piegans, and Blood Indians, and numbering about 9,400, are represented by the agent to have been generally peaceable and quiet, and as remaining well affected towards the United States. The tribes within the upper Missouri agency, numbering about 30,400, have been somewhat turbulent and discontented. A large and warlike portion of them are near the frontiers, and have it in their power

to inflict much injury upon our advanced settlements and emigrants by the northern route to Oregon and Washington. An adequate military force is very necessary to restrain and keep them quiet; and it is advisable that a new treaty be made with them for the purpose of effecting a better understanding as to the limits of the tract of country which they claim, and to impose upon them the obligation to remain within those limits, to cease hostilities with one another, and to abstain from committing depredations upon the whites.

Measures should be adopted to prevent the annual slaughter of the Buffalo in this region of country merely for their skins to sell to the traders. This animal is the principal means of subsistence for the Indians, but, at its present rate of destruction, it will soon become extinct, when they must starve, sustain themselves by plunder, or be thrown upon the government for support.

Attention is again called to the urgent necessity that exists for a complete and thorough revision of the laws relating to Indian affairs, which, in consequence of lapse of time and change of circumstances, are in a great measure unsuited to the present condition of things, and in consequence of which it is impossible to administer the duties of this office and department with the necessary and proper degree of system, efficiency, and economy.

Very respectfully, your obedient servant,

CHARLES E. MIX,
Commissioner.

Hon. JACOB THOMPSON,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
Office Indian Affairs, November 15, 1858.

In consequence of the late period at which I came into this office, it has been impossible for me to examine the foregoing report with reference to the facts therein contained, but I concur, generally, in the suggestions made by Mr. Mix in regard to the policy that ought to be pursued by the government in dealing with the Indians.

J. W. DENVER,
Commissioner.

REPORT OF THE COMMISSIONER OF PUBLIC BUILDINGS.

OFFICE OF THE COMMISSIONER OF PUBLIC BUILDINGS,

October 18, 1858.

SIR: I respectfully submit to you this my annual report of the operations of this office, and the application of the appropriations confided to my disbursement.

Congress at the last session made no appropriation for any new object under my charge, with the exception of small sums for shelving and fitting up two rooms in the Capitol which the Speaker of the House of Representatives had assigned to the use of the library, and for cleaning out the sewer traps on Pennsylvania avenue. The rooms have been arranged as contemplated and turned over to the librarian. The effect I anticipated from frequently cleaning out the traps has been realized as far as possible under existing circumstances. The cylinders being kept free from obstructions, the water flows swiftly into the sewers and passes off, and it requires an unusually hard rain to flood the avenue as was frequently the case when the traps were neglected and suffered to be choked with the sweepings of stores which were borne into them by the current in the gutters. The extent of drainage which passes through the traps is so great that they cannot promptly discharge all the water that falls in a very heavy rain. The remedy is a plain one. The extent of the drainage must be reduced by having sewers in the streets that intersect the avenue and thereby convey off a portion of the water which now runs into it. So far as the traps were intended to shut off the offensive effluvia of the sewers, they have succeeded entirely.

All necessary repairs have been made in the Capitol, and it will be in good condition for the reception of Congress. The roof requires constant attention to prevent leakage and will continue to give trouble until the dome is finished. The old representative hall is in a very unsightly condition, having been stripped of its decorations and furniture. Visitors, and especially strangers, take a great interest in it. They admire the imposing style of its architecture, and speak of the stirring scenes that have transpired within its walls, and the great men who have adorned it; and all express the hope that it will be appropriated to some suitable and honorable purpose. Congress will, no doubt, assign it to some use that will not be discreditable to its past history.

The naval monument which stands in the reservoir on the lower terrace of the Capitol, does not belong to the government. It was reared to the memory of the gallant officers who fell before the walls of Tripoli, by their brothers of the navy, whose admiration of the

heroic conduct of the deceased induced them to appropriate a portion of their pay for the purpose. Commodore Porter was intrusted with the care of procuring the monument, and was greatly indebted to the Bishop of Florence for his assistance and through whose influence Micali of Leghorn was induced to undertake the work. It was brought to this country in the frigate *Constitution*, and was erected in 1808 in the Washington Navy Yard, where for years it attracted the admiration of all who visited the yard. During the last war with Great Britain it was very much defaced by the British soldiers on their visit to this city. Congress, in March 1831, made an appropriation for removing it to its present position, and in the following year appropriated a further sum for renewing the inscriptions and cleansing and repairing the monument. As a work of art it is generally considered in good taste and well executed, and taken as a whole it is pronounced beautiful. It was certainly bad judgment to place it in juxtaposition with the Capitol, where it is overshadowed and eclipsed by the magnificence of that building. Besides, there is not the same special aptness as in the former location. As the monument is now falling to pieces and will require for its preservation speedy repair, would it not be better to replace it in the Navy Yard? and especially as it was not the offering of national gratitude, but of the just pride which the officers of the navy felt in the glory and honor their deceased brothers had reflected upon the service and the country. To repair it in its present position will cost five hundred dollars, and to remove it to the Navy Yard, about two thousand.

The Capitol grounds are in very good order, with the exception of the irregular and unsightly paths, which inconsiderate persons have made by walking upon the sward instead of keeping on the pavement. Every means has been adopted to prevent these paths from being made, but all to no effect. There being no law to punish such evident impropriety, it is in vain to appeal to good sense and taste, where neither is respected. In other cities no such disfigurement of the public grounds is seen, because they are under the protection of law and until the same shelter is thrown around the public grounds in this city, they will be liable to be intruded upon and their beauty marred. Public grounds in every city should be regarded with favor and care, not only because they please the eye, but because they likewise conduce to health by affording free circulation of air and an opportunity for exercise.

The President's House has undergone the usual repairs, and every attention has been paid to its sanitary condition. The grounds never looked better. Owing to the extension of the Treasury building they have been very much compressed and ought to be enlarged. Congress made an appropriation for taking down the south wall and reconstructing it in such a manner as to give the house the benefit of the grounds south of it. The plan adopted for the Treasury extension interfered with the plan for the improvement of the President's grounds, and the latter was abandoned. Congress subsequently authorized the adoption of a new plan, such as the President might approve; but the street immediately south of the wall being occupied by the work-shops and materials of the Treasury building no new plan has been submitted. My own opinion is, that the grounds south of the house ought to be

added to the President's grounds without any intervening wall, which would rectify, in a great measure, the mistake that was made in encroaching upon the President's grounds for the accommodation of the Treasury Department.

Lafayette square has been very much improved. The underground drainage which was made in it last year, has corrected the dampness that existed in some parts and prevented the grass and shrubbery from growing, and now everything is as flourishing in those localities, as in any other portion of it. The entrances to it have been made easy by the erection of small circular railings, with light gates, just within the large and heavy gates, which give great satisfaction, and answer the purpose of keeping out cattle.

The citizens of the seventh ward, commonly called the Island, complain very much that they are excluded from the thickly settled and business portion of the city on nights when the moon does not shine. The streets running through the Mall were made and are owned by the government. Neither the corporation nor individual citizens have any authority to light them, and of a dark night but few persons are willing to venture through them. They are the connecting links between the island and that portion of the city which lies immediately north of the canal and it does seem that the government is bound in justice to light them up, so that the object for which they were designed of facilitating intercourse between those parts of the city, may not to any extent be defeated. The citizens immediately interested have petitioned Congress upon the subject, and there is every prospect of their prayer being granted.

There is no longer any cause for complaint of the quality of the gas or the sufficiency of the supply. The company, with commendable enterprise, seems determined to keep pace with the growth of the city, and answer all the wants of the community. The consumption of gas by the government has become a large item of expense, and the great increase in the expenditure for this purpose is mainly owing to the extension of the Capitol. It is impossible to estimate with any degree of certainty the cost of the gas consumed by the government, as it will be materially affected by the number of nights Congress may set, which cannot be foreseen. There is no waste of gas so far as the consumption is under my control, great care being taken not to have any more lights than are necessary, and to extinguish them as soon as they are not required. All leaks are searched after and detected with the least possible delay, and promptly remedied.

The beneficence of Congress in annually making an appropriation for the medical treatment of non-resident paupers in the Washington Infirmary, cannot be too highly appreciated. The poor and destitute who receive the benefit of it, have great cause to be thankful that the government makes such a humane provision for them. During the last two months the infirmary has been pretty much filled with government patients, persons who have been drawn to the city from various parts of the country, to make the excavations for laying the water pipes which are to connect with the aqueduct. But for the provision which Congress had made for them I know not what would have become of them; in a strange city, without means, and the hand of

sickness pressing heavily upon them, how deplorable would have been their situation.

I herewith transmit to you the report of the resident physician of the infirmary, for the year ending the 30th of June, 1858.

The eastern portion of Pennsylvania avenue has been gravelled during the summer. From the amount of travel upon it, I do not expect it will long remain in good condition. It is the thoroughfare to the navy yard and the Congressional burying ground, and ought to be graded and paved. The avenue west of the Capitol, it is apprehended, will be in a very bad condition. It has been opened its whole length to admit water pipes, and although I have caused the greatest attention to be paid in filling up the excavations and ramming the earth before relaying the pavement, I very much fear that it will sink in many places.

The bridges over the Potomac have all been repaired. The Navy Yard and Anacosta bridges are in good order. Everything that could be done with the limited means at my disposal has been done to strengthen the Long bridge. It is, however, in a tottering condition from age, and I have not much faith in its power of endurance. It could scarcely be expected to withstand a flood of ice, such as sometimes occurs in the river on breaking up of winter. The heavy travel over it of omnibuses, wagons, and other vehicles, and droves of cattle, is fast doing the work of destruction; and as it has been well observed that a bridge is a necessity, I think there is no time to be lost in beginning the construction of a new one.

Congress at the last session corrected the mistake that had been made in the appropriation for flagging the main entrance to the Congressional burying ground, which limited the extent of it to the government vault. The whole length of the avenue has been flagged, as was originally designed by the estimate, and authorized by the act of the last session. The flagging of the central avenue in the Botanic garden, and of the walks leading to Maine and Missouri avenues, has been finished. The walls of Tiber creek are still down, and the banks have been very much washed and injured by the heavy rains in the spring and early part of last summer. If the walls were erected upon the plan suggested in my last report, there would be no danger of their ever again tumbling down, and the creek would be a beautiful feature in the improvements of the garden.

A handsome and substantial iron foot bridge will be erected across the canal in a line with Maine avenue, during the present fall. The appropriation was first made for a wooden bridge, with a double track, which was decided to be impracticable, owing to the want of sufficient width in Canal street to give it the necessary elevation. At the last session Congress authorized the erection of such a bridge as I had suggested; and as I found that one of iron could be constructed for the appropriation, I decided to select that material on account of its greater durability, and because the bridge would present a lighter, and in all respects better appearance.

The west wing of the Patent Office building has been finished, and every story of it is occupied. The large saloon is magnificent, and elicits general and unqualified commendation for the simplicity and

beauty of its decorations. Its areas and footways have been flagged, and a handsome iron railing erected around it. In my last report I informed you that the sub-basement of the north front of the building had been set, and I promised that there would be a handsome show of the work done during the present season. That promise has been fully redeemed, and the rapidity with which the building has risen up is a matter almost of wonderment. Two stories have been added, and during the next working season it will be roofed. All the work is of the most substantial character, and has been executed with a skill that cannot be excelled. When the whole building is completed it will be one of the handsomest public edifices in the city, and will reflect great credit upon all who have had any agency in its erection.

All the triangular spaces on Pennsylvania avenue, between the Capitol and Georgetown, with the exception of three in the western part of the city, have been enclosed with an iron railing and handsomely ornamented, and there is no reason why the same attention should not be given to those three. There are many of these triangular spaces interspersed through the city which the government will sooner or later have to enclose and improve, and by providing yearly for two or three of them the whole work will be accomplished without feeling the expense.

Franklin square was purchased at a very low price, and some of the parties who sold it to the government allege that they were induced to take so small a sum under the assurance and expectation that it would be handsomely enclosed and improved as a place for public resort. It is one of the finest of the public squares, and the houses built around it are among the best in the city. I really think that the government is bound in good faith to enclose and improve it.

In my report of October 11, 1855, I called the attention of your predecessor to the importance of filling up the public grounds south of the Capitol, between A and B streets south, and New Jersey avenue and 1st street west, and submitted an estimate of the amount necessary for the purpose. Congress had previously shown its appreciation of the importance of the work, per act of March 3, 1855, by making an appropriation in the following words, viz: "For removing fences, grading streets, &c., preparatory to the extension of the Capitol square, in accordance with the plan submitted by the Commissioner of Public Buildings, fifteen thousand dollars: *Provided*, That no part of this sum shall be expended except upon property now owned by the United States." The Secretary of the Interior, while fully aware of the necessity of completing the work thus commenced, did not deem it a proper subject for executive recommendation, inasmuch as it had been initiated by Congress. The fifteen thousand dollars appropriated were expended almost entirely in filling up the public grounds north of the Capitol, and the small balance remaining was applied to similar work on the grounds south of the Capitol, which accomplished but little. No appropriation has since been made for the object. Serious inconvenience must result from the delay, and to obviate it as far as possible the necessity for an appropriation to renew the work at the earliest practicable moment is urgent. The south wing of the Capitol extension is so near completion as to render it apparent that a

convenient road-way of approach to the building on that side, when the grounds shall be extended, cannot be made as soon as it will be required; for the depth of the embankment necessary is very great, and before any improvements whatever, either plantations, walls for the support of fences, stairways or road-ways, can be judiciously constructed upon its surface, it must not only have been slowly and carefully made in thin, successive layers, but it must also have had time to settle and become perfectly compacted. Even if it were possible to avoid any extension of the present Capitol grounds, north or south, the ultimate necessity for filling up the contiguous public grounds to the grades of the avenues and streets surrounding them would still remain; while in view of the fact that they must be included in any and every possible plan for the enlargement of the Capitol grounds, and that until they shall be filled up no approach to the Capitol on the south from Pennsylvania or Maryland avenues can be made, it is obviously most important that the work should be commenced as soon as possible. Thirty thousand dollars could be judiciously expended upon this work during the next season, and I deem it to be my duty respectfully to recommend that an appropriation be asked for that amount. It is not inappropriate, in connexion with this subject, to state here that great public and private injury is resulting from the delay in deciding upon a plan for the extension of the Capitol grounds. Many individuals owning property within the limits of the various plans which have from time to time been proposed are anxious to make improvements, but are prevented from doing so until they can positively know the determination of Congress whether it will be required for public uses or not; whilst others having lots within the same limits, impatient of delay, are building houses on them, which will add largely to their value and increase to that extent the cost to the government, if it should determine to purchase, without the slightest benefit. Thus the government suffers in the steady increase in value of the lots and the improvements put upon them; the citizens suffer from uncertainty and consequent unwillingness to improve their property; and the city suffers from retardation of improvement in quarters which need only the adoption of any fixed and determined plan for the extension of the Capitol grounds to be occupied and embellished by private residences worthy of proximity to the Capitol.

I beg leave to renew my recommendation of an appropriation "for continuing the grading and planting of the unimproved portions of the Mall." The general estimates of the last year included for this purpose the sum of ten thousand dollars. Congress, however, unfortunately omitted to make the appropriation, and the consequence has been that the unprotected newly graded surface of the Mall has suffered from the rains serious damage, which will probably require from fifteen hundred to two thousand dollars to make it good. It is not presumable that Congress, having commenced and by several successive annual appropriations persevered in the improvement of this, the great central park of the city, intended to abandon the work and let the grounds relapse into their former rude and unsightly condition. If it be thought desirable at present not to extend the work, the necessity will yet remain to repair and protect from further damage

the portions already graded. The only effectual protection will be to finish them, which involves the construction of the necessary surface drains and sub-drains, and the production of a good turf over the entire surface. To accomplish this all of the appropriation asked for will be required.

The filling up of the ravine and the grading of Judiciary square is another most important work, which was arrested in its rapid progress to completion by the failure at the last session of Congress to obtain an appropriation of the seven thousand dollars included in the general estimates for that purpose. This square is in the very heart of the city and ought to be, as it was designed, one of its most attractive ornaments. The sum asked for will finish the grading.

An appropriation of eight hundred and forty dollars was made at the last session of Congress for making necessary repairs to the jail and putting venetian blinds to the windows. The money has been applied to the greatest advantage in accomplishing the object contemplated. The building has been repaired wherever necessary, if within the means of the appropriation, and the blinds to the windows have been put up. The repairs have not added much to the strength of the building, but the blinds have in a good measure remedied one of the greatest nuisances of the jail, by excluding the prisoners from public view and preventing them from seeing the passers by on the streets, which used to excite them to the use of profane and vulgar language that offended the moral sense of the whole neighborhood. No amount of repairs could render the jail perfectly secure, such is its dilapidated condition. The jail was only intended to accommodate fifty persons. At this time there are upwards of a hundred, of all ages, and committed for different degrees of crime, promiscuously crowded into small and damp cells. The danger of producing some contagious disease is imminent, and the moral depravity that must be infused into the minds of the young and scarcely conscious criminals by such intimate association with old and hardened culprits is educating them to be desperadoes and outlaws when they shall again be turned loose upon society.

The jail in this city is unlike, if not all, at least most of those in other places. It is a prison not only for the retention of persons awaiting trial but for the punishment of the convicted. There are in this District certain offences not punishable by sentence to the penitentiary, but by confinement in the jail. It is not right that a person whose guilt is not established, and who is sent to jail because he is unable to give bail for his appearance at court, should be shut up in the same apartment with a convict who is confined there as a punishment by sentence of the court. The demands of this community require a much larger jail, not only for the sake of health, but that apartments may be assigned according to the ages and grades of offences of the persons committed. The location of the jail has long been a cause of great objection to it. The square on which it is situated is in the centre of the city, and is now much needed as a place for public resort. The prisons of most of our large cities are on their confines if not beyond their limits.

I respectfully submit herewith a letter which I received from Mar-

shal Seldon, in reply to an inquiry I addressed him about the jail, and to which I respectfully invite your attention.

I should be wanting in duty if I did not again present for your consideration the utter insufficiency of the accommodations for the courts of this District. There is no room assigned to the criminal court to hold its sittings in, and the judge can only hold his court by the courtesy of the circuit court or city council. The orphans' court occupies a small, damp room in the basement of the City Hall, and in the city's portion of that building. The offices of the clerk of the court and register of wills have not room for the safe keeping of their valuable records. They are very much exposed to depredators, and they are so clustered together that if a fire were to break out among them they would all inevitably be destroyed, from their combustible nature, and the loss such an event would entail upon this community, and even the government itself, cannot be estimated. The grand jury, in a report made to the court at December term 1857, observes "that, owing to the want of a safe and suitable apartment, a considerable portion of the court records are kept at this time in the open passage leading to the clerk's and marshal's offices, in the east wing of the City Hall. It must be obvious, and experience shows, that the records as now exposed are liable to be mutilated, defaced, destroyed, or stolen by mischievous and interested persons." The judges have repeatedly represented the insufficient accommodations for the courts and for the security of the judicial and land records, and no one who will take the trouble to visit the building can come to any other conclusion. The east half of the City Hall belongs to the government and is appropriated to the court and the clerk's office. By enlarging it, as is provided for in the plan of the building, ample accommodations can be afforded for all the courts and offices, and at, comparatively, but small cost. The object is one of such great and pressing importance and so manifestly just that I do not believe there will be an objection to it from any quarter, and I am therefore satisfied that there can be no difficulty in obtaining an appropriation for it.

The necessity for an appropriation to meet the requirements of the fifteenth section of the city charter, approved May 15, 1820, and of the twelfth section of the amended charter, approved May 17, 1848, is daily becoming more urgent. They provide that the government shall bear a just proportion of the expense of opening and improving streets and avenues in front or adjoining to, or which may pass through or between, any of the public squares or reservations; also set the curb-stone and pave the footways next to the reservations, when the corporation shall by law direct the proprietors of lots on the opposite side of the street to make similar improvements.

The government and citizens, as property holders, are placed on the same footing. Each is required to make these improvements adjoining his own property, which are customary and intended to promote the comfort and convenience of the whole community. It must be remembered that this requirement is not an arrogant assumption of power on the part of the corporation, presuming to exercise jurisdiction over the government property, but it is a just and noble concession on the part of the government, stooping to the level of

individual proprietors so far as its property is concerned. There are a number of reservations about which these improvements should be made, if there were means to apply to them, and the expense, in the aggregate, would amount to a large sum ; but I have deemed it advisable only to ask for a small annual appropriation, which, in the course of a few years, would accomplish the object without the government feeling the expense.

I beg leave to renew such of the recommendations of my last report as have not as yet received the sanction of Congress, and I append hereto a statement of receipts and expenditures for the fiscal year ending June 30, 1858.

Very respectfully, your obedient servant,

JOHN B. BLAKE, *Commissioner.*

Hon. JACOB THOMPSON,
Secretary of the Interior.

REPORT OF THE WARDEN OF THE PENITENTIARY.

OFFICE OF THE BOARD OF INSPECTORS OF THE PENITENTIARY
FOR THE DISTRICT OF COLUMBIA, *November 1, 1858.*

SIR: The Board of Inspectors herewith transmit the reports of the warden, clerk, physician, chaplain, and matron of the United States penitentiary for the District of Columbia. The report of the warden gives a detailed statement of the affairs of the institution for the past year. We beg leave to call your special attention to the recommendation of the chaplain as to the purchase of new books for the improvement of the convicts. In this connexion, we also recommend an increase of the pay of the chaplain. At the present he receives only six hundred dollars per annum. The duties which we require of him demand his daily presence at the penitentiary, and it is therefore impossible for him to engage in any other business. In order to avoid any additional charge upon the treasury, we respectfully suggest that the sum of three hundred dollars be taken from the present pay of the clerk and added to the salary of the chaplain. The clerk now receives twelve hundred dollars per annum, and the proposed change would make the pay of the two officers equal.

We have now organized a system under which we confidently believe the maintenance of the convicts will no longer be a charge upon the government. This is an object which we have had steadily in view during our term of service, and we have a firm conviction that the accounts of the institution at the close of the year will show that we are not mistaken. Respectfully submitted.

PETER FORCE,
GEORGE PARKER, } *Inspectors.*
ROBERT OULD,

Hon. J. THOMPSON, *Secretary of the Interior.*

OFFICE UNITED STATES PENITENTIARY, DISTRICT OF COLUMBIA,
October 1, 1858.

GENTLEMEN: As the several reports of the clerk, chaplain, physician, and matron embrace a full and detailed account of all material facts and events which occurred during the year ending the 30th ultimo in this prison, a brief view of its general concerns and condition, I presume, will suffice on my part.

On reference to the clerk's report it will be seen that at the commencement of the year there were 75 convicts; that during the year there were received 64; discharged by expiration of sentence 26, died 4, pardoned 1, leaving in prison 108; of this number there are white males 64, white females 2, colored males 35, colored females 7.

During the past year the amount returned as earned by the convicts over that of the former year is \$172 28, which could be increased had we but profitable employment for those known as the "awkward squad," being convicts totally unfit to learn the art of shoemaking.

The cost of feeding and clothing the prisoners and of supplying the institution with fuel, lights, medicine, stationary and *all* incidental expenses, officer's salaries excepted, during the year, was \$6,800 41; which exhibits an average cost of 21 cents per day for each convict.

During the past year I hired, in conformity with your instructions, a few convicts to a citizen at 40 cents per day, who employs them manufacturing brooms. In commencing this business he found some slow to learn and others stubborn; from time to time he returned as incompetent or unwilling to learn a portion of the first hands hired him.

This incompetency is one of the principal causes why the prisoners fail to support themselves by their labor; when committed by court we are compelled to receive them, and whether able to work or not we are necessitated to feed and clothe them, &c. At present we have several convicts comparatively useless; one 70 years of age, another having but one arm, others infirm and stupid if not partially insane; many, too, are so awkward at learning the art of shoemaking, the only branch of business carried on by the government, as to render it economical to dispense with their labor. To find this class of convicts profitable employment within our limited walls is my anxious desire, but I own it is difficult to accomplish.

In my former report I stated that the hospital attached to this prison was closed, owing to its insecurity for the safekeeping of prisoners during the night. Since then it has been converted into a work shop, which enables us to work the prisoners more advantageously. Formerly all the convicts were crowded at their respective employments into a two story brick building, 100 by 65 feet, this being the only building allotted for employment, for culinary purposes, dining hall and store room. More work shops and a secure hospital are conveniences which we daily feel the want of, and yet to locate them within the limits of our prison walls would but encumber a yard already too contracted for ordinary purposes.

There have lately been committed to our charge several young men whose conduct out of doors was notorious for crime; some of these convicts, with others of the same habits already under confinement, manifested a disposition to be troublesome; this feeling I am pleased to state was confined to the few, for the many refused to participate. The great number act upon the principle of submission, knowing it is the best mode to secure the little privileges which prison discipline allows. Owing to the increased number of convicts and turbulent temper manifested, I have, in conformity with your instructions, increased the number of guards; it is to be regretted that there are not suitable accommodations for the guards in the vicinity of the prison; at present some of them live more than a mile from the building, were their accommodations near at hand it would be a great accession to the security of the prison. It gives me much pleasure to state that to their punctual attention and constant vigilance and enforcement of discipline we are indebted for the preservation of the building from fire and preventions from escape. The duties imposed on them are arduous, demanding their constant attention every day and night, the Sabbath not excepted.

Whilst the casual visitor, inexperienced in the mysteries of prison life, may conclude that it is impossible for men to escape from within the apparent strong walls and iron gratings which meet the eye in passing through the prison, yet the subtlety of the convict soon exposes its weakness and demonstrates that brick walls 18 inches thick and freestone sills are insufficient to retain men whose constant study is to escape, without extraordinary vigilance on our part. We have had within the past year several efforts to escape, each of which but proved the insecurity of the building. Fortunately they were foiled in their several attempts. This building, too, is insecure from fire, for not only the galleries but the posts sustaining them are wood, so also are the heavy rafters sustaining the roof. We have thus far been fortunate in escaping from the evils resulting from fire. The number of fires which is daily in use during the winter is 20.

Although we have had to record four deaths during the year, it is with a sincere acknowledgment to the mercifulness of the Most High that I am able to state we have been free from all contagious disease. For the causes assigned for the death of the convicts alluded to I respectfully refer you to the report of the attending physician, Dr. Garnett. Was there a secure hospital attached to this prison it would prove an alleviation to the afflicted. At present, when convicts are too ill to remain in their cells we place them on cots in the main passage, subject to all the inconveniences and noise necessarily occurring by persons passing by.

For the present condition of the library I respectfully refer you to the report of the chaplain, who follows in the footsteps of his predecessors in manifesting a constant and lively interest in the welfare of his flock.

Allow me to respectfully urge upon you the necessity of suitable accommodations for laundry purposes. The building in which the convicts' clothes are washed is 20 by 15 feet, in a yard having a north aspect surrounded by high walls. The clothes are dried by an ordinary stove. The matron's report is annexed.

Most respectfully submitted by

THOMAS THORNLEY, *Warden*.

BOARD OF INSPECTORS.

REPORT OF THE BOARD OF VISITORS OF THE HOSPITAL FOR THE INSANE.

*Compendium of the report of the Board of Visitors of the Government
Hospital for the Insane for the year ending June 30, 1858.*

Number of patients in the house July 1, 1858 :

From the army, males.....	15
From the navy, males.....	10
From civil life, males.....	35
From civil life, females.....	50

Total males, 60 ; females, 50..... 110

Number of admissions in the year ending June 30, 1858 :

From the army, males.....	12
From the navy, males.....	3
From Soldiers' Home, males.....	2
From civil life, males.....	12
From civil life, females.....	14

Total males, 29 ; females, 14..... 43

The number of patients in the course of the year was, males, 89 ; females, 63 ; total, 153.

The number discharged in the course of the year was—

Recovered, males, 17 ; females, 1.....	18
Improved, male, 1 ; female, 1.....	2
Unimproved, males, 3.....	3
Died, males, 7 ; females, 6.....	13

Total..... 36

The number of patients in the house at the close of the year was, males, 65 ; females, 52 ; total, 117 ; of which nine (four males and five females) were independent or pay patients.

The average duration of the mental disorder in the case of the thirteen patients who died in the course of the year was 4.7 years ; and only one person died who was likely to be restored to reason.

The average duration of the mental disorder in the case of the forty-three persons admitted in the course of the year was 1.85 years ; last year those admitted had been insane 5.7 years. This comparison shows a gratifying improvement in the recentness and probable curability of the patients admitted.

There were three less deaths this year than last, and eight more cases admitted.

An abstract of the receipts and expenses for the year shows that

\$27,991 46 were received from all sources, and that an unexpended balance of \$886 74 was carried to the account for the next year.

The farm is stated to have been much improved in the course of the year, and to have been more productive than in any past year, and to have furnished healthful occupation to many patients.

The institution has continued to enjoy the advantage of receiving from the Naval Laboratory at Brooklyn, New York, its medicines, instruments, and medical stores at cost.

The shoes for the public patients have been made and repaired at the United States Penitentiary in this District.

In the course of the year the post of assistant physician was vacated by the resignation of Dr. William P. Young, and again filled by the appointment of Dr. S. Preston Jones.

Third annual report of the Board of Visitors of the Government Hospital for the Insane for the year ending June 30, 1858.

OFFICERS OF THE INSTITUTION.

VISITORS.

JACOB GIDEON, Esq., *President of the Board.*

BENJAMIN S. BOHRER, M. D.

DANIEL RATCLIFF, Esq.

Professor THOMAS MILLER, M. D.

WILLIAM WHELAN, M. D., U. S. N.

ROBERT C. WOOD, M. D., U. S. A.

Rev. P. D. GURLEY, D. D.

W. W. CORCORAN, Esq.

Professor GRAFTON TYLER, M. D.

C. H. NICHOLS, M. D., *Superintendent, and ex-officio Secretary of the Board.*

S. PRESTON JONES, *Assistant Physician.*

GOVERNMENT HOSPITAL FOR THE INSANE,
October 5, 1857.

SIR: In compliance with the requirements of the second section of the act of March 3, 1855, for the organization of this hospital, the undersigned, in behalf of the board of visitors, have the honor to submit a report of the operations of the institution under their supervision, for the year ending June 30, 1858.

Number of patients in the house July 1, 1857:

From the army, white males.....	15
From the navy, white males.....	9
From the navy, colored males.....	1
	— 10
	— 25
From civil life, white males.....	28
From civil life, white females.....	42
	— 70

From civil life, colored males	7	
From civil life, colored females.....	8	
	—	15
		— 85
		=====
Total, males 60, females 50.....		110
		=====

Number of admissions for the year ending June 30, 1858 :

From the army, white males.....	12	
From the navy, white males.....	3	
	—	15
From civil life, white males.....	10	
From civil life, white females.....	11	
	—	21
From civil life, colored males	2	
From civil life, colored females.....	3	
	—	5
		— 26
From the Soldier's Home, white males.....		2
		—
Total, males 29, females 14.....		43
		=====

The number of patients in the course of the year, was—

From the army, white males.....	27	
From the navy, white males.....	12	
From the navy, colored males	1	
	—	13
		— 40
From civil life, white males.....	38	
From civil life, white females.....	53	
	—	91
From civil life, colored males	2	
From civil life, colored females.....	11	
	—	20
		— 111
From the Soldier's Home, white males.....		3
		—
Total, males 89, females 63		153
		=====

One white female was admitted twice in the course of the year ; there were then 152 different *persons* treated.

Number discharged in the course of the year :

Recovered from the army, white males.....	10	
Recovered from civil life, white males.....	3	
Recovered from civil life, white females	4	
Recovered from civil life, colored female.....	1	
	—	18
Improved from civil life, white female.....	1	
Improved from civil life, colored male.....	1	
	—	2

Unimproved from civil life, white males.....	2	
Unimproved from civil life, colored male.....	1	
	—	3
Died from the army, white males.....	2	
Died from civil life, white males.....	5	
Died from civil life, white females.....	6	
	—	13
		—
Total, males 24, females 12.....		36
		==

Number of patients in the house June 30, 1858 :

From the army, white males.....	15	
From the navy, white males.....	12	
From the navy, colored male	1	
	—	13
		— 28
From civil life, white males	28	
From civil life, white females.....	42	
	—	70
From civil life, colored males.....	7	
From civil life, colored females.....	10	
	—	17
		— 87
From the Soldier's Home, white males.....		2
		—
Total, males 65, females 52		117
		==

Of the above patients there were in the house at the beginning of the year 4 independent or pay patients, 1 male and 3 females ; admitted in the course of the year 8, males 6, females 2 ; discharged 3 males ; remaining males 4, females 5, total 9.

The following table is intended to express the mental and physical condition of those who died in the course of the year, with all the precision of which the subject is capable ; it also shows the duration of the mental disease at the time of death :

Physical condition at time of death.	No. of cases.	Mental condition at time of death.	No. of cases.	Known duration of mental disease.	No. of cases.
Chronic, organic and functional degeneration of the brain, irregular in character and extent.	4	Mania	3	3 months.....	1
Ditto, with fistula in ano	1	Melancholia	2	1 year	2
Ditto, phthisis	5	Dementia	8	2 years.....	1
Ditto, epilepsy	1			3 years.....	4
Exhaustion of chronic mania ..	1			4 years.....	1
Ditto, of acute.....do.....	1			6 years.....	2
				11 years.....	1
				14 years.....	1
				21 years.....	1
Total	13	Total	13	Total	13

Average duration of mental disorder 4.7 years. Only one person died who was likely to be restored to reason ; this patient was a female of full habit, admitted in very hot weather, and in a state of furious maniacal excitement ; the excitement continued with but little abatement, and the prognosis soon became quite discouraging from the appearance of an immense sloughing ulcer over the sacrum where a large bruise had been noticed at the time of her admission.

The next table exhibits an approximate estimate of the duration of the disease at the time of admission in the cases received in the course of the year.

Three months or less from the army, white male	-	-	1
Three months or less from the navy, white male	-	-	1
Three months or less from civil life, white males	-	-	5
Three months or less from civil life, white females	-	-	6
Three months or less from civil life, colored female	-	-	1
Three months or less from Soldier's Home, white male	-	-	1—15
Six months or less from the army, white males	-	-	6
Six months or less from the navy, white males	-	-	2—8
One year or less from the army, white males	-	-	5
One year or less from civil life, white males	-	-	2
One year or less from civil life, colored female	-	-	1—8
Two years or less from civil life, white male	-	-	1
Two years or less from civil life, white female	-	-	1
Two years or less from civil life, colored female	-	-	1—3
Three years or less from Soldier's Home, white male	-	-	1
Three years or less from civil life, white female	-	-	1
Three years or less from civil life, colored male	-	-	1—3
Four years or less from civil life, white female	-	-	1—1
Five years or less from civil life, white female	-	-	1
Five years or less from civil life, colored female	-	-	1—2
Ten years or less from civil life, white male	-	-	1
Ten years or less from civil life, white female	-	-	1—2
Fifteen years or less from civil life, white male	-	-	1—1
Total	-	-	43

The average duration of the mental disorder at the time of admission was 1.85 years.

The last two preceding tables compared with similar ones prepared for the year 1856-'57 show that there were three deaths less this year than last, and eight more cases under treatment, and that there was a corresponding decrease in the average duration of the mental disorder at the time of admission of 3.85 years.

These results are expressions of the continuance of a gradual movement towards a larger proportion of more recent, hopeful, and interesting cases than those with which the house was filled when it was opened in January, 1855, and of the general good health of the inmates ; and we hope they will be thought to present indications of the increasing usefulness of the institution which must, however, be gradual and limited until the entire design of the hospital edifice is completed,

and, thereby, the means of a more thorough classification, and of more employment and exercise furnished, and the confusion and publicity attendant upon the prosecution of large building operations removed. The liberal disposition towards this establishment always heretofore manifested both by the executive and legislative departments of the general government, and the advance of the work nearly to the completion of more than two-thirds of the design, afford us, we think, good reason to hope that all the conditions of the highest prosperity and usefulness of the institution will soon be realized.

This table shows the place of nativity of 186 of the 194 persons who have been under treatment since the opening of the hospital, just 200 cases have been treated, there having been six re-admissions:

District of Columbia.....	57	Sweden.....	2
Ireland.....	39	Maine.....	1
Maryland.....	32	Ohio.....	1
Virginia.....	13	Wisconsin.....	1
Germany.....	12	Scotland.....	1
New York.....	7	Prussia.....	8
Pennsylvania.....	7	Poland.....	1
England.....	4	Unknown.....	1
France.....	3		
Vermont.....	2	Total.....	194
Spain.....	2		

The next table shows the ages, at the time they became insane, of the 194 persons treated.

Under 10 years.....	6	Between 50 and 60 years.....	9
Between 10 and 15 years.....	1	Between 60 and 70 years.....	2
Between 15 and 20 years.....	10	Over 70 years.....	4
Between 20 and 25 years.....	34		
Between 25 and 30 years.....	51	Total.....	194
Between 30 and 40 years.....	58		
Between 40 and 50 years.....	19		

The preceding statistical formulas are not introduced into this report because it is thought that they all contain information of immediate and material moment, but because they seem necessary to a faithful presentation of the annual history of this institution, and because, if carefully collated through a series of years, the aggregates of the several classes, either by themselves or associated with similar collections of classified facts relating to the insane, which are being made and preserved in all parts of the world, may, at some future time, aid in the solution of important scientific and social problems.

Classified abstract of the receipts and expenditures of the institution for the year ending June 30, 1857.

Receipts.	Amount.	Expenditures.	Amount.
Balance brought from last year		Salaries and wages.....	\$10,827 19
Received from treasury of the United States.....	\$56 78	Flour and bread.....	2,364 39
Received from sundry private patients.....	20,500 00	Butter.....	1,132 70
Received from sale of settee.....	2,059 29	House meal.....	13 78
Received for work done by farm hands, oxen, horses and	15 00	Meats.....	3,332 04
carts, on the continuation of the hospital edifice, on the		Groceries, (including \$33 for ice).....	2,637 36
wall of inclosure, and on other improvements	5,360 39	Fish.....	62 66
		Potatoes and other vegetables.....	90 53
		Fuel, lamp oil, candles, &c.....	1,353 40
		Dry goods.....	1,546 56
		Furniture, (including glass, china, and hardware).....	761 00
		Medicines.....	68 39
		Farming implements, manures, and seeds.....	217 09
		Hay, oats, feed, meal, straw, &c.....	1,687 82
		Farm wagon, repairs to wagons, carriage, and harness.....	409 36
		Horse-shoeing.....	82 06
		Stationery.....	23 50
		Postage.....	19 53
		Repairs and improvements.....	395 79
		Money returned to private patients.....	36 57
		Miscellaneous.....	43 00
		Carried to next account.....	886 74
Total	27,991 46	Total.....	27,991 46

In the course of the year 5,759 weeks' board was furnished to patients at a cost of four dollars and eight mills per week, which includes clothing and ordinary and medical attendance. This result is obtained by subtracting from the sum of the whole year's receipts, less the balance carried to the account for the next year, three-fourths of the amount received from the building and improvement account, for the labor of farm hands, horses, and carts, and dividing the remainder by the number of weeks' board furnished.

The same rates per day were charged the building account for horses, carts, and drivers, that were paid to private parties, and the extra teams required having been on hand at the beginning of this year, it is thought that the receipts from this source exceeded the actual outlay, including repairs and deterioration of materials, 25 per cent. On the other hand the building account has been a gainer by its patronage of this, in consequence of the employment of first-class laboring men for drivers in place of the boys usually furnished by private parties, and of receiving, without charge, the services of patients, which have equalled throughout the year an average of at least four good laborers.

The hospital farm has been much improved during the past year. Upwards of two miles of boundary and sub-division fences have been built, and five hundred cords of stable manure have been drawn from town, and nearly an equal quantity of stable and compost manures have been made upon the premises.

In this way lands which had been unimproved for years have been made available, and other tracts rendered much more productive than heretofore. The increased attention to our agricultural opportunities has been a measure of the extent to which the farm has afforded agreeable and health-giving employment to our patients of the laboring class, and to which its fruitfulness has contributed to the support and comfort of the whole household.

The institution has continued as for several years past, to enjoy the important privilege of obtaining its medicines and instruments from the Naval Laboratory at Brooklyn, New York, established and maintained under the present very able and efficient administration of the Bureau of Medicine and Surgery.

These supplies are not only furnished at cost but they are always of undoubted purity and efficiency, and are put up with such neatness and taste and in modes so ingeniously calculated to prevent deterioration, that one knows not whether most to admire the art or the science which are so skillfully united in their selection and subsequent preparation.

We have also made arrangements during the past year to have the patients' shoes made and repaired at the United States Penitentiary in this District. The easy transit between the institutions by boat through most of the year renders this arrangement a convenience to us, and our patronage is probably of some advantage to the penitentiary.

On the 5th of February last, Dr. William P. Young, having discharged the duties of assistant physician with faithfulness and ability for upwards of two years, resigned his post with the view of engaging in the general practice of his profession.

Dr. Joseph S. Smith, a very respectable young physician practicing in the near neighborhood of the hospital, acted as medical assistant to the superintendent, from the 12th of February to the annual meeting of the Board of Visitors in July, when an election of assistant physician took place, which resulted in the choice of Dr. S. Preston Jones who in the same capacity had been for several years connected with the State Lunatic Hospital at Harrisburg, Pennsylvania.

The board were furnished with the most satisfactory evidences Dr. Jones' peculiar mental and moral fitness for the care of the insane and of his zealous devotion to this branch of his profession.

JACOB GIDEON,
President.

C. H. NICHOLS, *Secretary.*

Hon. JACOB THOMPSON, *Secretary of the Interior.*

Compendium of the Report of the Superintendent for the erection of the buildings of the Government Hospital for the Insane, for the year ending October 1, 1858.

The three sections of the wings now building are all under roof, and about one-half plastered.

The interior walls of the centre have been raised to their full height, and the rear walls will be completed in about ten days of fair weather. The front walls are completed to the foot of the second story.

Forty-nine thousand four hundred and eighty-eight dollars and ninety-nine cents of the appropriation of \$138,673 for the hospital continuation now in progress, remain for the further prosecution of this part of the work.

The appropriation of \$5,000, made at the third session of the last Congress, for the "purchase of agricultural and horticultural implements," &c., has been exhausted and the account closed. With it a large amount of substantial fence has been built, agricultural implements and machinery provided, and the farm rendered more productive by drainage and the application of manures.

About one hundred rods of brick wall, 8 feet 8 inches high and 14 inches thick, resting upon a stone foundation 2 feet square, have been built during the past summer out of the appropriation of \$13,872, made at the first session of the 34th Congress, for "enclosing the grounds of the hospital." It is the intention of the superintendent to expend the whole of this appropriation before the close of the present season. A further appropriation of \$3,500 is asked to extend the wall on the northeast boundary line of the hospital premises to the river, and also to include more of the farm within the wall of enclosure than could be done with the appropriation already made.

The extension of the hospital stable, for which an appropriation of \$4,000 was made at the last session of Congress, has just been commenced, and will be completed on the 30th of November next.

It is intended to prosecute the work of heating and ventilating the present hospital continuation, for which an appropriation of \$15,000

was made at the last session of Congress, during the approaching winter, when the superintendent will be able to give personal attention to its details.

A classified estimate is given of the cost of furnishing the *centre and three sections of the wings*, which amounts to \$14,330.

An estimate is next submitted of the cost of a much-needed apparatus for the protection of the institution and its unfortunate inmates against fire. Nine hundred dollars are asked for this purpose.

An item of eight hundred dollars is next asked for painting and sanding the battlement and window heads and sills of the five west sections of the hospital edifice.

The estimates submitted next propose an appropriation of \$1,000 for grading, and for planting trees about the hospital edifice and upon the approaches thereto, within the grounds.

Finally, an appropriation of \$76,111 is asked for finishing the hospital edifice, and the reasons are set forth why it is thought that the economical interests of the establishment, its usefulness, and its good name, alike require the uninterrupted prosecution of the work to its completion.

GOVERNMENT HOSPITAL FOR THE INSANE,
October 1, 1858.

SIR: As architectural superintendent and disbursing agent for the establishment of this hospital I beg leave respectfully to submit the following report for the year immediately preceding the date of this communication:

The work upon the *centre and three sections of the wings* of the entire design for this hospital edifice, for the erection of which an appropriation of \$138,673 was made at the first session of the last Congress, has progressed steadily, and I think, in every respect favorably since my last report.

The *three sections of the wings* are all under roof. The first section of the west wing is plastered, and the sash, which are of iron, are glazed and ready to be hung. The first and second sections of the east wing are in the hands of the plasterers who have made considerable progress with their branch of the work. All the exterior walls of the *centre* have been raised to their full height. The rear exterior walls have reached the foot of the third story, and the front the foot of the second story.

The brick work of the *centre* has been somewhat retarded by the impracticability of burning, in each kiln, more than a few thousand of the very superior bricks with which its outer walls are being faced.

The rear outer wall will be finished in ten days of fair weather, and I confidently expect to get the whole under roof before the close of the season.

Ninety thousand dollars of this appropriation have been charged to my account, of which \$815 99 remain in my hands unexpended. It will be seen, then, that \$48,673 have not yet been drawn from the Treasury, and that \$49,488 99 remain for the further prosecution of this part of the work.

Less than \$50,000 is certainly a small sum with which to accomplish all that remains to be done under this appropriation, but still, hoping to advance the work on hand nearly or quite to its completion with the balance at your command for the purpose, I recommend that nothing under this head be asked of Congress at this time.

From the commencement of the centre and three sections of the wings now in progress the constant effort has been made to secure the most perfect mechanical execution of the work, and thereby its greater durability and beauty. Endeavoring to profit by the experience gained in the erection of the finished and occupied portions of the west wing, and by further study and observation touching the whole subject of the architecture of hospitals for the insane, I think I have been able to introduce some real improvements, both in the selection or manufacture and in the preparation and use of materials, and as far as the whole work has proceeded, it is, it is hoped, as good in itself and as creditable to the government as could well be executed with the same moderate expenditure of money.

No change calculated in the least to impair the harmony of the external appearance of the old and new portions of the edifice, has been made, either in the description of the materials used, or in the style of building.

At the date of my last annual report, about \$2,000 of the appropriation of \$5,000, made at the third session of the last Congress for the "purchase of agricultural and horticultural implements, and for the improvement of the grounds including the farm and garden" of this institution, had been expended "in the proper subdivision of the farm by fences, and in the purchase of manures and of implements of husbandry." Since then, 335.15 rods of boundary fence have been made, 115.15 rods of which are on the public road, and the remaining 220 rods comprise the entire southwest division line running from the public road to low water mark on the Anacostia river.

The fence is six feet high; the posts are set not less than three feet in the earth; and there is a running base-board ten inches wide, besides two rails to which vertical pales are nailed, and a fascia piece and weather cap. The materials are well put together and the fence has altogether a strong and respectable appearance.

The situation and extent of the new boundary fence can be seen by reference to a small map of the hospital farm, which accompanies this report.

The last of this appropriation has just been expended in reimbursing the Washington navy yard for fitting up machinery for grinding corn and other grains for stock, for cutting hay and other fodder, and for threshing and winnowing.

No expenditure upon this establishment of an equal amount of money, has been productive of such immediate, obvious, and grateful benefits, as that of this appropriation.

The work of "enclosing the grounds" of the hospital with a close brick wall, for which an appropriation of \$13,872 was made at the first session of the 34th Congress, was commenced in May last, and 100.86 rods have been completed on the public road, which includes entrance lane, 30 feet wide and 150 feet deep, and periphery of gate keeper's lodge. The single and double gates are also made and hung.

The foundation of this wall is from two to four feet deep and two feet wide, and laid with blue stone in cement; the superstructure composed of hard bricks, is 13½ inches wide, and eight feet two inches high, and has leaning pilasters supporting both sides, eight feet apart on each side, but alternating with each other in such a way that the running distance between two pilasters is only three feet five inches; the whole is surmounted with single coping bricks, laid crosswise, which project from each face of the wall one inch and raise its height to eight feet eight inches, and are of such shape that they readily shed water and form a handsome finish.

Nine thousand dollars of this appropriation have been drawn from the Treasury, and \$7,534 01 been expended.

The bricks are already made, and the other materials are on the ground for the remainder of this work, which it is intended to prosecute to the extent this appropriation will carry it, before the close of the present season.

The advance already made with this work has shown that the original estimate of its cost per rod, (\$35,) was very nearly correct, the rates of wages not having changed materially since that time. In carrying the wall in an irregular circuit from one extremity of the straight portion on the public road to the other, so as to embrace all the hospital buildings, without approaching so near them as to be unpleasantly visible to their inmates, or too much circumscribing their grounds for exercise, further observation and experience have shown, I think, that more land should be embraced within the enclosure of the wall than was contemplated when an estimate for 400 rods was submitted; the estimate upon which the present appropriation for this object was based.

The employment of certain patients who are much disposed to escape, requires not only the mechanic's shop already provided, but, quite as much, room for a portion of the horticultural operations of the establishment within the wall.

Again, the northeast boundary line of the hospital tract, nearly one-third of which will be traversed by the wall now in progress, is the side first approached by gunners, fishermen and other foot people from the city. If the wall were continued on to the river, and carried a little below low water mark, with a pretty strong stone pier as the termination, it would prove a hindrance to the visits of certainly three-fourths of the unwelcome people who often invade our premises, seriously impair their privacy, and occasionally purloin their fruits and vegetables; and it would hinder the escape of patients employed on the whole northern slope of our domain.

The proposed extensions of the wall enclosing the grounds, amount altogether only to 100 rods, which will cost, at \$35 per rod, \$3,500.

In a strictly economical sense, I feel confident that our whole wall will prove a most advantageous investment, and for the most beneficial management of our afflicted charge, it is indispensable. I therefore respectfully recommend this estimate.

Preparations have already been made for "the extension of the stables and the erection of sheds in connexion with the stock-yard," for which \$4,000 were appropriated at the last session of Congress,

with the view of commencing the work to-day, and of entirely completing it on the 30th of next month. No part of this appropriation has yet been expended.

Nor has there been any expenditure from the appropriation of \$15,000 "for heating and ventilating" the present hospital continuation. It is proposed soon to commence this work, and to prosecute it through the winter, when more of the personal attention of the superintendent can be given to it than could possibly be done during the season of full out-door operations.

The following is a classified estimate of the cost of furnishing the *centre and three sections of the wings*, which it is thought desirable to have ready for occupation in the early part of the summer of 1859:

First.—The estimated cost of furnishing the wings :

Sixty single dormitories, at \$46 each.....	\$2,760
Three associated dormitories, at \$140 each.....	420
Nine dining rooms, at \$100 each.....	900
Six patients' sitting or day rooms, 21 feet 6 inches by 22 feet, at \$150 each.....	900
Four rooms, 21 feet by 21 feet, in which patients will receive the visits of their friends, at \$150 each.....	600
Six clothes rooms, at \$50 each.....	300
Six corridors, 12 feet by 112 feet 6 inches, at \$100 each.....	600
Three corridors, 12 feet by 33 feet, at \$50 each.....	150
Two infirmaries, being fourth stories of second sections of the east and west wings, both containing 18 rooms, at \$50 each.....	900

Second.—Estimated cost of furnishing the centre :

Sixteen rooms, 21 feet by 21 feet, comprising official visitors' room, public reception room, superintendent's office, dispensary requiring medicine cases and pharmaceutical apparatus, steward's office, housekeeper's office, and officers' private rooms, at an average of \$200 each.....	3,200
One library, 24 feet by 24 feet, with bookcases, tables, and other suitable furniture.....	350
Two halls or corridors, 18 feet by 124 feet 4 inches, at \$300 each,.....	600
One hall or corridor, 18 feet by 80 feet.....	150
One chapel and lecture room, 61 feet 6 inches by 44 feet 6 inches, including desks and seats, and books and experimental apparatus for diversion of patients.....	1,000
One basement, including one general kitchen, 21 feet by 44 feet 6 inches, and one special kitchen, 21 feet by 21 feet, with ranges, boilers, roasters, and all other culinary apparatus and utensils; one storeroom, 21 feet by 44 feet 6 inches; one servants' dining room, 21 feet by 21 feet, and four servants' lodging rooms, each 21 feet by 21 feet....	1,500
Total.....	14,330

The above estimate has been made upon a careful consideration of the proper quality and design and of the cost of every piece of furniture required, and it is thought that no unnecessary or extravagant article has been introduced into the list. It is proposed to make here, or have made to order, in the most durable manner, most of the furniture proper, after somewhat massive and imposing but plain designs, and almost wholly without upholstery. Made in this way, some articles will cost rather more than the "cheap" trumpery disguised in varnish, so general in the market, but will prove much the cheapest in the end, as well as most safe in the hands of a household of insane persons.

The estimated cost of furnishing each dormitory and other room includes changes of linen and every other article ever used in the apartments.

Destructive fires have occurred in the institutions for the insane situated at Augusta, Maine; at Utica, New York; at Staunton, Virginia, and at Lexington, Kentucky, attended in two instances with the loss of the lives of several patients, and in another with the sacrifice of two valuable citizens residing in the neighborhood. These painful disasters led the superintendents and other officers of such establishments seriously to reflect upon the most efficient safeguards against fire practicable under the circumstances. The principal feature of the plan which has met with general approval and been carried into execution in several cases is a belt of cast iron water pipe, connected to the vertical main supplying the tanks in the attic, laid under ground below frost entirely around the hospital edifice, at a distance of perhaps forty feet from it, and having connected with it, at suitable distances, hydrants, to which hose can be immediately attached and filled. The tanks should always be left full of water at night, and a gentle pressure of steam maintained in the boilers which supply the steam pump. In addition, there should be always at command ladders, to facilitate access to any window and to the roof. It will be seen, first, that, in case of fire, no part of the house can become inaccessible to a jet of water, since the fire can always be approached from the windward; and secondly, that while the water in the tanks is being exhausted in extinguishing any fire that might break out below the roof, steam can be raised, the pump set in motion and made to operate as a fire engine, the main leading to the tanks shut off, and a stream of water thrown not only into any part of the house, but over the highest peak of any part of the roof.

To render this system of protection most efficient, occasional false alarms should be given, and the officers, attendants, and servants trained both in the use of the apparatus and in the proper management of patients in case of alarm and supposed danger.

Being deeply impressed with the importance of some efficient system of protection against fire at an institution which already numbers one hundred and twenty-five helpless inmates, and believing that that which I have briefly described is the best that has been devised, I venture respectfully to submit an estimate of the cost of carrying it into execution.

It may be mentioned that this fire system will, if established,

always serve the incidental but valuable purpose of affording means for washing the second and third story windows, the sash of which are of iron and cannot be conveniently or properly removed.

Estimate for fire apparatus.

Five hundred feet of strong, 3-inch cast iron pipe, at 35 cents -	\$175
Five hundred feet of strong, 4-inch cast iron pipe, at 50 cents -	250
Laying the pipe, including excavation -	100
Ten hydrants, at \$5 50 -	55
Two hundred feet of hose, with nozzles, couplings, reels, &c. -	200
Movable ladders, and stationary iron ladders from the roof of the second to that of the third story, and from the roof of the third to the fourth -	120
	<hr/>
	900
	<hr/>

It is well known that a first painting, especially an exterior one, is less lasting than those which follow it. Much of the oil of the paint, under the influence of the sun's rays, is in a season or two absorbed by the porous materials upon which it is spread, and the outer surface, inclining to pulverulency, is worn off by the winds and rains. On the other hand, second and subsequent paintings are more durable than the first, because they are received on a ground which presents, in a much less degree, the mechanical conditions of the disintegration of the application. In this way the fact is explained that the battlement, especially of the finished portions of the hospital edifice, is already beginning to present a thinly covered and mottled aspect, the latter in consequence of some difference in the hardness, porosity, and absorbing power of the bricks; and that the preservation of the exterior wood work of the same portions and the uniform appearance of the whole building require the painting and sanding of the battlement and window heads and frames, and the tracing of the window sash of the five west sections of the hospital edifice first erected. An estimate of \$800 is respectfully submitted as the very least sum for which this desirable object can be accomplished.

It is in view, as a step preparatory to painting, should the appropriation be granted, to point up the brick work about the window heads and frames wherever there may be a moisture-absorbing crevice, which will contribute greatly to the good appearance and preservation of the building in coming years.

With the view of promoting the benevolent objects of this intitution, the importance of improving the grounds immediately surrounding the hospital building can hardly be over estimated. The green lawns and shaded walks of cultivated landscapes are grateful to the dullest sense; and upon the intelligent and refined, however depressed with the despair or engrossed with the delusions of disease, their influence is always benignant.

Little has heretofore been asked for the ornamental cultivation of

these grounds, because, on the one hand, the improvement of the farm and garden was more needed; and on the other, it was thought impracticable to occupy the same space with building materials and with grading and tree-planting. A considerable proportion of the edifice being now near completion, nothing but the want of means stands in the way of the vigorous prosecution of improvements, which should not be unnecessarily delayed, since their consummation must be the work of years.

I venture to suggest \$1,000 as a sum proper to be asked for this purpose. Much more could be advantageously expended in the course of the next fiscal year; but with the amount named the approaches to the hospital and out-buildings could be made, the grounds reduced to proper grades, and a good many trees and shrubs planted; and the future dressing of the grounds, the planting of some additional trees, and the culture and maturity of the whole, could be conducted at a small annual cost, and perhaps wholly by the means and appliances of the support account.

The present advanced work of the hospital continuation leaves the four eastern sections of the east wing, for the commencement of which no appropriation has yet been made. Their erection will complete the entire design, with the exception of one cottage for the colored insane. Making the cost of the completed sections the basis of an estimate, they will cost \$76,111. If this appropriation should be made at the approaching session of Congress, the whole work could be completed and rendered fit for use in the spring of 1861, when, I think, all the accommodations could be usefully occupied. Such apartments as might remain after the wants of the insane of the army and navy, and of the indigent insane of this District, were met, would, I think, be readily taken up by pay patients, the excess of the income from which over the cost of their treatment would materially aid in the support of those maintained by the government.

In another view, the success and reputation of the institution, in the fulfilment of its noble mission, require that the confusion, restraint of liberty, violations of discipline and invasions of privacy, which inevitably attend the continuation of the erection of a structure already in part occupied by the insane, should not be unnecessarily prolonged. Under such circumstances, the patient is necessarily deprived of much of the liberty which he might otherwise enjoy with safety and advantage, and the freedom that is granted him is exercised with no little hazard to himself and with an infinitude of trouble and anxiety on the part of those upon whom rests the responsibility of his care.

That the economical interests of the establishment as a hospital should greatly suffer hardly requires explanation; that they should give way at various points to the larger pecuniary interest for the time being is perhaps inevitable.

It should also be mentioned that many of the facilities for building, now on hand and good for the execution of the remainder of this work, would rapidly deteriorate if unemployed, and nearly all require to be renewed in case of the resumption of the work two or three years hence. I refer particularly to the brick kilns, and, indeed, to nearly all the

appliances of the brick yards, the value of which is equal to at least one-third of the cost of making all the bricks required for the completion of the work, and also to the horses and oxen required for brick making and for hauling building materials.

I earnestly hope that you will deem the considerations in favor of the immediate completion of this design a sufficient reason for sanctioning an estimate for the purpose.

I am, sir, very respectfully, your obedient servant,

C. H. NICHOLS,
Superintendent.

Hon. JACOB THOMPSON,
Secretary of the Interior.

REPORT OF THE BOARD OF DIRECTORS OF THE INSTITUTION FOR THE DEAF, DUMB, AND BLIND.

COLUMBIA INSTITUTION FOR THE INSTRUCTION OF THE DEAF, DUMB, AND BLIND, *November 1, 1858.*

SIR: In compliance with the acts of Congress incorporating and providing for the support of this institution, I have the honor to report its condition on the 1st day of July last, including its operations for the preceding year. The report of the superintendent to the president and directors, and its appendix, herewith submitted, to which I beg leave to refer you, supersede the necessity for any extended details on my part.

Appendix A shows the private contributions for the support of the institution during the year, amounting to \$1,250, besides books, furniture, and various other articles.

Appendix B, being the treasurer's account, shows the receipts from all sources, viz:

From private subscriptions.....	\$1,250 00
From the United States, for maintenance and tuition, per act of Congress of February 16, 1857.....	2,125 75
From the United States, for salaries and incidental ex- penses, per act of May 29, 1858.....	3,000 00
From the corporation of Washington	100 00
From one paying pupil.....	37 50
	<hr/>
	6,513 25
	<hr/>

Of this sum, \$75 was disbursed by the treasurer, and \$6,437 66 was advanced to the superintendent, leaving in the treasury at the close of the year 59 cents.

"B continued" is the superintendent's account, showing the disposition made by him of the moneys received from the treasurer, of which \$318 75 remained on hand.

The exact expenditures of the institution for the year were as follows, viz:

Disbursed by the treasurer.....	\$75 00
Disbursed by the superintendent.....	6,118 88
	<hr/>
Total.....	6,193 88
	<hr/>

All disbursements are now made through the superintendent.

C gives the names of the pupils and the dates when they entered the institution, embracing twelve mutes and six blind.

The conduct of the pupils and their progress in knowledge attest the good management and assiduity of the superintendent, matron, and teachers, and have already proved that the charities of our fellow-

citizens and the government have not been expended in vain upon this infant institution.

I am happy to say that the institution is entirely out of debt, and, so far as the support of the pupils and mere literary instruction is concerned, is amply provided for. But it is still wanting in convenient house-room, and the means of teaching those industrial pursuits, whether agricultural or mechanical, which will enable them to earn an honorable subsistence after they leave the institution.

On these subjects the Board of Directors heartily concur in the remarks of their superintendent in his report, and earnestly invoke the influence and aid of your department in an application to Congress for means to supply these deficiencies.

By order of the Board of Directors.

AMOS KENDALL,
President.

HON. JACOB THOMPSON, *Secretary of the Interior.*

First annual report of the Columbia Institution for the Instruction of the Deaf, Dumb, and Blind, for the year ending June 30, 1858.

OFFICERS OF THE INSTITUTION.

JAMES BUCHANAN, *President of the United States, Patron.*

HON. AMOS KENDALL, *President.*

WILLIAM STICKNEY, *Secretary.*

GEORGE W. RIGGS, Jr., *Treasurer.*

WILLIAM H. EDES, JAMES C. MCGUIRE, JUDSON MITCHELL, DAVID A. HALL, REV. BYRON SUNDERLAND, D. D., *Directors.*

EDWARD M. GALLAUDET, *Superintendent.*

JAMES DENISON, (of the deaf and dumb,) MARIA M. EDDY, (of the blind,) *Instructors.*

MRS. THOMAS H. GALLAUDET, *Matron.*

SUPERINTENDENT'S REPORT.

To the President and Directors of the Columbia Institution for the Instruction of the Deaf, Dumb, and Blind.

GENTLEMEN: Considerable difficulties having been surmounted at the outset, and many drawbacks experienced during the year just closed, the institution finds itself at present in a condition which cannot fail to encourage those who have taken an active part in its establishment and are interested in its progress.

Commencing its operations almost entirely without means, it has been enabled, by the aid of appropriations from Congress, together with subscriptions from private individuals,* to meet all expenses hitherto, while a balance remains of over \$300.†

The number of pupils under instruction during the year has been eighteen; one has left, and seventeen are at present in the institution. Of these, eleven are deaf mutes and six are blind.‡

The deaf mutes have been under the immediate supervision of Mr. James Denison, formerly an instructor in the Michigan Asylum for the Deaf and Dumb and the Blind. Mr. Denison's talents and experience fit him most admirably for his task, and the pupils under his charge have made very satisfactory advances. The books used during the year have been Dr. Peet's "Elementary Lessons for the Deaf and Dumb" and "Mrs. Barbauld's Lessons." The instructions of the first year in the education of mutes are principally in language, the acquirement of which constitutes the greatest difficulty in the mental training of this class of persons.

The studies of arithmetic and history will be commenced the next term, improvement in spelling and penmanship being, of course, aimed at in connexion with all these exercises.

The blind pupils have been under the care of Mrs. Maria M. Eddy, whose persevering and patient efforts in their behalf have been crowned with the most gratifying results. The studies pursued have necessarily been elementary, the books used being mostly those prepared under the direction of Dr. Howe at the Perkins Institution and Massachusetts Asylum for the Blind, together with the Holy Scriptures, a copy of which, in eight volumes, was kindly presented to the institution by the Washington Bible Society.

It is designed to give the blind instruction in both vocal and instrumental music during the coming year, while they will also engage in the studies of geography, history, arithmetic, and penmanship.

Manual labor, except in the simplest forms of house and garden work, has not been taught in either department as yet; nor can it be satisfactorily until the accommodations of the institution are enlarged.

This is a very important branch of the education, both of deaf mutes and blind; for, without it, one of the great objects of the instruction of these classes—viz: to make them self-supporting members of society—is left unattained.

The health of the pupils has been generally good, only two cases of severe sickness having occurred during the year. Dr. A. Y. P. Garnett has thus far most kindly acted as physician to the institution, free of charge, and has been assiduous in his attentions whenever medical treatment became necessary. Owing to a kind, watchful Providence no death has occurred within our walls.

Much inconvenience has been experienced, and doubtless some sickness caused, by the necessity of using two buildings, separated a con-

° For a list of subscriptions and donations, see Appendix A.

† For an exhibit of receipts and expenditures, see Appendix B.

‡ For a list of pupils and regulations in regard to admission, see Appendix C.

siderable distance from each other, for the accommodation of the institution.

As the school and dining rooms are in different houses, pupils and teachers have been compelled to pass to and fro in all weathers. Those more easily affected are, of course, the blind, owing to the delicacy of constitution incident to their condition; and the difficulty of their attending school in inclement weather has amounted almost, and sometimes even quite, to an impossibility.

It is unnecessary to call the attention of the directors to the fact that the continuance of this arrangement would seriously impair the usefulness of the institution, for the inadaptation of the building at present occupied to the purposes of such a school as this is sufficiently obvious. But to a few specific wants that exist, even with our present number of pupils, it may be well to call attention.

There are but eight sleeping apartments in the institution, of which four are occupied by the officers and teachers, while in the others we are compelled to dispose of the pupils as follows: Six in a single room, nineteen feet by sixteen; eight in two rooms, each thirteen feet square; and three in a room twelve feet square. These chambers have low ceilings, and, although the occupants can be made comparatively comfortable in them, the ventilation is very imperfect. No spare room is available in case of sickness, and already, in several instances, we have been compelled to permit the sick and well to remain at night in the same apartment. There are, likewise, no rooms for the use of the pupils while out of school, either for study or recreation, and they are, consequently, compelled to remain, the boys in their school room, and the girls in the dining room. As these rooms are small, and in winter very poorly ventilated, the health of those occupying them has suffered to some extent.

Thus it will be observed that, with even our present number of pupils, our buildings are entirely inadequate to our wants; and the time is at hand when, to alleviate the misfortunes of all for whose benefit the institution was established, an effort should be made to secure larger and more permanent accommodations. There are already quite a number of deaf mutes and blind in the District who will soon be of sufficient age to enter the institution, and before buildings could be erected, even if already commenced, the regular increase of population will have brought others into our midst.

Long ere those now in the institution shall have completed their course of study, other silent faces will be turned towards us pleading for a home and for instruction; other eager fingers will be restlessly groping for the magic pages that can alone impart light and knowledge to their darkened understanding; and surely those who have fostered and sustained this benevolent institution thus far will be unwilling to see any who deserve and require the assistance it is designed to afford turned back from its doors and denied admission.

All of which is respectfully submitted.

E. M. GALLAUDET,
Superintendent.

WASHINGTON, November, 1850.

REPORT OF THE SECRETARY OF WAR.

WAR DEPARTMENT,
Washington, December 6, 1858.

SIR: The authorized strength of the army, as posted, is 18,165; but the actual strength, on the 1st of July, was 17,498. These troops compose the whole numerical force of our army, distributed throughout the States and Territories of the entire confederacy, manning all the fortifications occupied by troops, holding all the posts now garrisoned, defending all our extended frontiers, and protecting, as far as possible, the different routes extending across the continent from the Mississippi valley to our possessions on the Pacific.

The absolute demands for men in the various posts, stations, &c., as well as for what might be termed the police operations of the army, left only thirteen regiments for actual service in the field. And upon this small force, numbering little over eleven thousand men, devolved the arduous duty of prosecuting all the Indian wars, which have extended this year from the British possessions on the Pacific to the border settlements of Texas; as well as of crushing the rebellion in Utah, which, from its vindictive spirit and large numbers, threatened at its outset to become, and indeed was, very formidable.

The labors performed by the army since my last report will very fully appear from the reports of the different bureaus, herewith transmitted, and to which I call your particular attention. It may be safely asserted that no army of the same size ever before performed, in such a length of time, marches and movements of such extent, surmounting in their progress such formidable obstacles.

These regiments have accomplished within the year a march, averaging for each, the extraordinary distance of twelve hundred and thirty-four miles. These marches, in the main, have been made through the uninhabited solitudes and sterile deserts which stretch away between the settlements of the Atlantic and Pacific coasts, upon routes which afforded nothing to facilitate the advance, except only the herbage which the beasts of burden might pluck by the way-side.

Every item of supply, from a horse-shoe nail to the largest piece of ordnance, has been carried, from the depots, along the whole line of those tedious marches, to be ready at the exact moment when necessity might call for them. The country traversed could yield nothing. The labor, foresight, method, and care requisite to systematize, and the energy, activity, and persistence to carry out such operations by the different departments, deserve the attention of the country and, in my opinion, its commendation too. No disaster has befallen the

army throughout its immense ramifications ; and the privations, hardships, toils, and dangers to which it has been continually subjected, have been borne without a murmur.

There has been for a long time much exhibition of an insubordinate and hostile spirit among the Indian tribes of Washington and Oregon Territories, and during the past spring and early part of summer it broke out into open hostility. A very large force of Indians attacked a comparatively small party of our people, who, after an ineffectual resistance and the loss of some brave officers and men, were forced to retreat. This was the signal for a general rising of the tribes, and an alliance was speedily formed between the powerful tribes of Spokanes and Cœur d'Alenes, together with many straggling warriors from amongst the Palouses and other tribes. Immediately upon this outbreak, Brevet Brigadier General Clark, in command of the department of the Pacific, with great promptness, and with a wise forecast, concentrated, in a masterly manner, the widely scattered forces under his command, and precipitated them into the heart of the Indian country, where a powerful Indian force was already assembled to meet him. The campaign was prosecuted with great activity and vigor by Colonel Wright, of the 9th infantry, who gave battle to the Indians on several occasions, always routing them completely. After beating their forces, capturing many prisoners, and destroying large amounts of property, and laying waste their country, the Indians surrendered at discretion, with their wives and children, and sued abjectly for peace. The criminal offenders amongst them, heretofore guilty of murder and rapine, the chief instigators of all dissatisfaction amongst those tribes, and the immediate cause of the recent hostilities, were surrendered, tried, and executed.

A permanent peace has been established by treaties entered into with them, and the army has been already distributed to points where the presence of a force was greatly needed. The officers and men of this command deserve the thanks of the country for the efficient and soldierly manner in which they have borne themselves in the prosecution of the campaign.

The forces employed in the Territory of New Mexico have been called upon also to repel Indian aggressions and chastise the formidable and war-like tribe of the Navajos. These savages have for some time evinced a spirit of insubordination and discontent, which at last broke out into an open defiance of our authority, and was followed by the murder of a negro man within the precincts of the camp.

The declining health of Brevet Brigadier General Garland necessitated his return to the States, which devolved the command of that department upon Colonel Bonneville. This officer promptly and with very proper foresight put on foot the expedition against the Indians, and the campaign has, up to the last advices, been conducted with skill, ability, activity and courage. The enemy has been met on several occasions, and always routed, although our disparity of numbers has always been very great. Our troops have succeeded, also, in taking a considerable amount of the Indian property, consisting of cattle and grain. This war is still prosecuted with vigor, and the Indians show no disposition to abandon their warlike attitude or ask for peace. The

Navajos are very rich in herds and flocks, and possess considerable quantities of grain, enough at least to enable them, for some time, to keep up resistance and prosecute the war. They can probably number about three thousand mounted warriors, an extremely formidable force, particularly in the wild and remote country they inhabit. There shall be no relaxation in prosecuting this war until the savages are brought absolutely under the yoke.

In the State of Texas and upon its borders, there has been, and still is, at this time, raging an Indian war between our troops and that most formidable of all the tribes, the Camanches of the plains, and their kinsmen and allies, the Kiowas. These people have, for a long time, been committing petty outrages upon the inhabitants of our frontiers and travellers upon the roads leading in the vicinity of their haunts. These depredations brought on at last a fight between our troops and their warriors, which for fierceness and determination was very remarkable in Indian warfare. The Indians were routed with considerable loss of killed and wounded by our troops, most efficiently commanded by Major Van Dorn, who also succeeded in capturing a number of their horses.

This war we may look upon as just begun, and the probabilities are that it will be one of fierceness, and may be one of considerable duration. Every means will be taken to prosecute it with vigor and to terminate it with all possible speed.

You will see, sir, from this rapid narrative, that our little army has been called upon, during the last year, to carry on a war extending over nearly the whole space embraced between the parallels of 32° and 48° of north latitude, and extending over a space of more than fifteen hundred miles. It is not, then, a matter of surprise that our thirteen regiments, engaged in these wars and the Mormon rebellion, should have been called upon, in the performance of these arduous services, to accomplish the extraordinary feat of marching an average distance of nearly thirteen hundred miles.

In addition to the operations above spoken of, troops have been moved upon the northwestern frontier and stationed in such manner as to afford protection, as far as possible, to the border settlements of that region. Much apprehension, from the hostile manifestations of the savages beyond the confines of Iowa and Minnesota, has been felt by the frontier settlements of those States, and I regret to say our force is not sufficient to spare troops in such numbers as will quiet altogether these alarms.

MAP OF POSTS AND ROADS.

I have caused a map to be made, which accompanies this report. It shows at a glance all the military posts occupied by our troops and the roads to be travelled in passing to them. Such of these posts as are garrisoned must be supplied with everything, and these supplies must be transported to them whenever and wherever they are needed, regardless of all obstacles. If these posts were permanently occupied by fixed numbers of troops, it would be easy to furnish an exact estimate of cost, both for supplies and their transportation. But it

is very far otherwise, when the supplies are contingent upon the accidental number of troops which the exigencies of the service may require, at a given point, and the season of the year when they are to be moved. The number of posts and their positions exhibited by the map, and the extraordinary distances traversed by our troops, demonstrate that both economy and the proper efficiency of the army require an increase of it. Whilst I have no recommendation to make upon the subject, knowing, as I do, the action of Congress upon this subject at the last session, yet I feel constrained to lay these facts before you and the country, that any apparent lack of efficiency in the army in giving complete protection to our frontiers may be set down to the want of numbers, and not to any want of activity on the part of our troops.

Upon this point I beg leave to call your attention to the views of the general-in-chief.

UTAH.

The operations of the army in connexion with the Territory of *Utah*, since the date of my last report, deserve particular notice. They have been in themselves important, and fraught with most important results.

With the inception and progress of the Mormon rebellion, up to the meeting of Congress last year, the country is familiar. It is familiar also with the importance ascribed to it by Congress, with the reasons assigned by that body for appropriating the large sums of money necessary for crushing the treason at a single blow. The preparations at first made to accomplish this object I have heretofore reported. But the final preparations for fitting out the expedition, and the actual movement of the troops upon that remote and difficult Territory, have not until now been made the subject of official communication, nor have the highly beneficial consequences resulting from the policy of that movement been as yet brought to your notice or to that of the public.

After the open acts of war perpetrated by the Mormon people against the United States, in seizing the provision trains of our army, and destroying them with fire; and in stealing and driving off the herds of cattle and horses belonging to the command, although these were essential, as everybody supposed, to the maintenance of our troops and the protection against starvation; these people continued to manifest every proof of a fixed determination to push their treason to the extremity of bloodshed and war. They not only proclaimed martial law in that Territory without a pretext, but against every principle of justice, of law, and of the Constitution; they embodied their whole force of effective men and kept them constantly drilled and under arms, hovering about our encampment, seeking a favorable moment, if one should ever offer itself, to cut off and destroy the whole command. They fortified the narrow mountain passes leading towards the town and chief settlements where they reside, and collected from remote neighborhoods all the deluded people belonging to their sect. Every preparation which indicated a spirit of determined hostility, of rebellion,

of treason and war, characterized these people in every action, and nothing but menace and defiance towards the United States authorities ever fell from the lips of their chief impostor or any of his confederates.

When a small force was first sent to Utah, the Mormons attacked and destroyed their trains, and made ready for a general attack upon the column. When a sufficient power was put on foot to put success beyond all doubt, their bluster and bravado sank into whispers of terror and submission.

This movement upon that Territory was demanded by the moral sentiment of the country, was due to a vindication of its laws and constitution, and was essential to demonstrate the power of the federal government to chastise insubordination and quell rebellion, however formidable from numbers or position it might seem to be. Adequate preparations, and a prompt advance of the army, was an act of mercy and humanity to those deluded people, for it prevented the effusion of blood.

These people, however, still evince a spirit of insubordination and moody discontent. They keep up strictly their organization, which has for its object and end the complete exclusion of federal authority from all participation in the governmental affairs of the Territory, beyond a mere hollow show. The head man or chief of their sect rules the people with absolute power, and under his dictation the temper they manifest towards the government and the army is that of a conquered people towards a foreign enemy. The necessity which called for the presence of troops in Utah will require a strong force still to be kept there. The reports from the commissioners sent to Utah for the purpose of ascertaining the exact condition of things are already in your hands, and are at once useful and interesting. Nothing could be more praiseworthy than the just and impartial manner in which those gentlemen discharged their delicate and responsible duties.

The conduct of both officers and men attached to the army of Utah has been worthy of all praise. The commander, Brevet Brigadier General A. S. Johnston, who joined his command at a time of great trial and embarrassment, with a calm and lofty bearing, with a true and manly sympathy for all around him, infused into his command a spirit of serenity and contentment which amounted to cheerfulness, amidst uncommon hardships and privations which were unabated throughout the tedious and inclement season of the winter. The destruction of our trains by the Mormons, the disasters which necessarily flowed from it, drove General Johnston to the necessity of sending a detachment of men to New Mexico for supplies essential to preserve the whole command from the greatest extremity, and to enable him to prosecute his march with all practicable despatch.

This expedition was intrusted to Captain R. B. Marcy, of the 5th infantry; and, without intending to make an invidious comparison between the services of officers where all are meritorious, it is but just to bring the conduct of this officer and his command to your especial notice. It may be safely affirmed that, in the whole catalogue of hazardous expeditions scattered so thickly through the history of our border warfare, filled as many of them are with

appalling tales of privation, hardship, and suffering, not one surpasses this; and in some particulars it has been hardly equalled by any.

Captain Marcy left Fort Bridger on the 24th day of November, 1857, with a command of forty enlisted men and twenty-five mountain men, herders, packers, and guides. Their course lay through an almost trackless wilderness, over lofty and rugged mountains, without a pathway or a human habitation to guide or direct, in the very depth of winter, through snows for many miles together reaching to the depth of five feet. Their beasts of burden very rapidly perished until very few were left; their supplies gave out; their luggage was abandoned; they were driven to subsist upon the carcasses of their dead horses and mules; all the men became greatly emaciated; some were frost-bitten; yet not one murmur of discontent escaped the lips of a single man. Their mission was one of extreme importance to the movements of the army, and great disaster might befall the command if these devoted men failed to bring succor to the camp. They had one and all volunteered for this service, and, although they might freeze or die, yet they would not complain.

After a march of fifty-one days they emerged from the forests, and found themselves at Fort Massachusetts, in New Mexico. During their whole march Captain Marcy shared all the privations of the common soldier—marching, sleeping, and eating as they did. After a short delay at this post, for the purpose of recruiting his party and procuring all necessary supplies for his return, he set out for the army at Fort Bridger.

In the mean time information reached the department that the Mormons were organizing a party to intercept Captain Marcy's return with the supplies, to "stampede" his animals, and cut off his party. Prompt measures were taken to reinforce Captain Marcy, so as to prevent such a catastrophe. Information of this further Mormon treason reached General Garland, then commanding the department of New Mexico, in time to send a detachment of the mounted rifles sufficient for protection.

These preparations necessitated a further delay on the part of Captain Marcy, otherwise he would have reached the army at Fort Bridger with his supplies after an absence of about three months, having accomplished a march of more than 1,300 miles. I herewith transmit a short report prepared by Captain Marcy, at my request, which, I am sure, will be read with interest.

QUARTERMASTER'S BUREAU.

The operations of this bureau have necessarily been larger by far for this past year than at any previous time since the Mexican war, and the difficulties and embarrassments which surrounded it at every step were never at any time greater.

If the appropriations asked of Congress at its last session, and which were granted in June, could have been procured in January, the embarrassments of the bureau would have been altogether avoided, and the interests of the public greatly promoted. With money in hand to

purchase supplies for the Utah expedition, at least twenty per cent. could and would have been saved to the government. But being without a dollar at command of the department, with large outstanding drafts upon it unpaid, with no certain reliable calculation as to when they should be paid, added to the great uncertainty as to what would be ultimately the action of Congress relative to the movements upon Utah, it is easy to understand how extreme were the embarrassments in setting on foot an expedition of such vast magnitude and importance, to be conducted through a wilderness of twelve hundred miles, beset by savages and hostile Mormons, and interspersed with almost impassable deserts.

To await the delays attending the appropriation was to incur certain failure of the expedition; (for unless it started early in May the march could not be made before fall of snow and the destruction of the grass,) to anticipate and make the movement before funds were supplied, necessitated the assumption of a grave responsibility. But with failure on one side and censure on the other, I felt there was no room for doubt or hesitation. It became necessary in this posture of affairs, to supply the requisite funds from private sources to answer the requirements of the service. This I felt more bound to do after the sense of Congress relative to the Mormon rebellion had been expressed, and when it became pretty certain that money for the expedition would be voted at some time or other.

The authority of the department to purchase supplies for the army by contract, to be paid at a future time, under the act of May 1, 1820, was the legitimate resort in that state of things, and, although I hesitated for a long time before exercising that authority, I found there was no alternative left but to take measures for the supply of all the necessities for the army, or to fail in the expedition. This was done in a manner heretofore partially communicated to Congress under calls by that body upon this department; but until now a final statement of the transactions could not be made.

I refer you, particularly, to the report of the chief of the quartermaster's bureau for a detailed statement of all operations connected with it. They will be found interesting and very satisfactory. I take this occasion to say, and I cannot but express my great gratification at the fact, that the disbursements have resulted in furnishing larger supplies of articles essential for the march of the army, many items of which were of a decidedly better quality, and bought at *cheaper rates*, than have ever been purchased through that bureau since the commencement of the Mexican war.

The disbursements, amounting to nearly \$10,000,000, have been made through this bureau during the last year, and every transaction has been finished, every account closed, every voucher filed, with the exception of \$28,000, not yet received, owing to the great distance of the disbursing officers from the seat of government. Not one dollar will be unaccounted for, and not one cent misapplied. This simple fact is the highest commendation that can be bestowed upon the fidelity, efficiency and worth of the officers of this corps.

This bureau expends by far the heaviest amount of any in the army, and it is frequently made the subject of animadversion by those who do

not know that whilst the payments are necessarily made through this bureau, yet the bureau has no voice whatever in directing when, how, or to what amounts these expenditures shall be made. Whenever an order is given by any officer of the United States army having a right to give it for the purchase of an article or the disbursement of money, the Quartermaster must make the purchase and foot the bill, however much his judgment might lean against the expenditure. The Quartermaster's Department is responsible for the honest and faithful disbursement of money, but not for the objects to which it may be applied. Hence it will be readily perceived that there are no data and can be none by which the estimates of this bureau can be anything more than mere approximate estimates of the probable expenditures.

COMMISSARY'S BUREAU.

The operations of the Commissary Department have been very satisfactory during the past year. The appropriations for supplies being sufficient there was money in hand to make all necessary purchases; and supplies of a better quality have been purchased and for lower rates than at any previous time for many years. When contracts were necessarily given they have been made on very advantageous terms. The supply of beef for the army in Utah and the intermediate posts has cost less than the ruling prices in New York or any of the Atlantic cities at the same periods. The beef delivered in Utah cost no more than eight dollars and fifty cents per hundred, *nett*, at Fort Laramie seven dollars and a half per hundred, *nett*, whilst the supply delivered at Fort Leavenworth, of the fattest and most superior quality of corn fed beef, cost only six dollars and twenty-five cents per hundred, *nett*.

NATIONAL DEFENCES.

The accompanying report of the Chief Engineer will inform you of the progress which has been made during the past year in the construction of our fortifications.

The purposes and nature of these have been fully set forth in former communications from this department, and I therefore deem it unnecessary to advance any reasons in support of my recommendation that appropriations may be granted for the works at Willett's Point and Fort Richmond.

In limiting my recommendations to these, and a general appropriation for keeping in repair completed works, I have been guided by the consideration that the scale on which our defences are projected is so great that the expense of completing them should not be imposed upon the present generation, but should rather be distributed over a long term of years, especially as the annual burden will be comparatively lighter as the country increases in wealth.

Besides, as national circumstances change, and in correspondence with the development and improvement in the appliances of warfare, our fortifications must, in order to fulfill their original design, be modified in regard to the scale or the system; for example, it is possible that the Engineer Bureau may, in future plans incline towards some

combination of earth-work batteries in preference to the masonry forts of the present system. For these reasons, and because our sea ports are already reasonably secure against *direct attack, by guns afloat*, I am averse to precipitation in completing the works now in hand.

But if we are thus warranted in relaxing our solicitude with regard to the danger which engrossed the attention of the Engineer Board, which forty years ago planned the present system, we have cause for fresh apprehension from a method of warfare from which distance and uncertainties of the sea no longer protect us. In view of the prodigious development in the marine of the first powers of Europe, and of the increased range at which their steam navies enable them to exert the utmost strength of their land armies as well as floating forces, I am in favor of making some provision against descents upon our coasts of hostile armies co-operating with steam fleets.

In proportion as our sea ports increase in wealth, they will increase the incentive which would incline our maritime rivals to resort, in case of war, to a revival upon our shores of the system which they pursued at Sevastopol, Kinburn, Odessa, Sweborg, and Bomarsund, with such destructive effect.

In my last report I alluded to the militia as the proper reliance against similar attempts; but much depends upon the maturing and providing for beforehand, at each probable point of attack, of some plan of action which shall enable them to compete on equal terms with the veteran armies of Europe. Our railroads are indeed capable of transporting, to the scene of action, great bodies of men, but beyond certain limits the very numbers of raw troops become disadvantageous, and 50,000 militia would do better service, if managed so as to profit by the marksmanship and intelligence of the individuals, than 100,000 of the same who should attempt to outmanœuvre a well disciplined regular army.

For example, we may reasonably apprehend that New York might be the object of an expedition, which would debark a large army on Long Island; the enemy could then march on Brooklyn, and, if victorious, could either bombard that city and New York, and destroy the navy yard, or exact a heavy contribution. A line of field works around Brooklyn would, however, obviate such a calamity, for it would compensate its defenders for their inferiority in the habit of war; and such a line could be thrown up and armed in a few days.

It must be considered, however, that the growth of the city has already overspread the positions which the original topography of the vicinity indicated as most advantageous for such a line, and that at the present rate the only ones which remain available may be found, when the emergency arrives, similarly occupied.

I therefore recommend Congress to take steps to secure the key points, at least, of the really fine position in question, by reserving a few plats of ground, to be occupied, when the occasion requires, by redoubts.

Similar views to the above are advanced more elaborately in memoirs which have been submitted to this department, among others in one on the defences of New York, which has been addressed to me by Lieutenant Morton, of the engineer corp, and which I recommend for

your consideration; the plan it proposes for the location and combination of the defensive works around Brooklyn appears to be practical and judicious.

MILITARY ROADS.

The military road from Fort Smith to the Colorado river by way of Albuquerque is in progress of construction with every promise of its being executed with promptness and skill. The work done upon that portion of it lying west of Fort Defiance last year, begins already to demonstrate the benefits to the country of the appropriation and the work. Large numbers of emigrants bound for California have passed over this route during the past season, and unusually large herds of cattle have been driven that way, because of the abundance of grass and water met with upon it. For all the purposes of a military road, this route possesses many very striking advantages. The line is a straight one nearly from Fort Smith to the Colorado of the west; the surface over which it passes is excellent for a road, whilst there is on almost the entire line an abundance of grass and water.

The position, being on the 35° of north latitude, renders grazing abundant at a very early period in the spring and late in the autumn. For this reason a force might be marched over this road at a period so late or so early that other routes northward, would be impassable from frosts and snows. The altitude of the mountain range prevents that aridity in summer which characterizes some of the more southern routes.

This route derives security from the peculiarity of the conformation of the country lying to the north of it, from the western limit of the Navajo tribe to the Colorado river. The corrugation of the country north of this route, by immense cañons or chasms, renders it both uninhabitable and impassable, so that a perfect barrier against all possibility of Indian attacks from the north, for a distance of several hundred miles, must exist forever. This doubtless constitutes a very great recommendation to the route as one for emigration and transportation of stock.

In another point of view this route is important. In the construction of military posts to keep in subjection the marauding bands of Camanches, Kioways, and other tribes, the topography of the country presents points for them very near to this line of road, so that it will be protected by a line of posts along it from the borders of the friendly Indian settlements to Albuquerque. With a judicious location of two other posts between that point and the Colorado river, travelling will be as secure upon that line of road throughout its whole extent, as upon any territorial road in the United States. I think it would be advisable to make an appropriation for still further improving this road.

Great improvements have been made in the roads through the Territory of Utah since the march of the army thither. A new route has been opened from Fort Bridger to the present encampment of the army near Utah lake, by what is called the Valley of the Timpanogos, which diminishes the distance to California in comparison with that usually travelled by Soda Springs, two hundred and fifty miles; and

is shorter by one hundred and thirty miles than the present route through Salt Lake. An appropriation of a moderate sum to be expended on the road west of Utah lake or Rush Valley towards Carson Valley, would no doubt be both judicious and beneficial. It would open and materially improve a route which may be very essential at some time in transporting supplies from the Pacific side to any troops stationed in Utah.

EXPLORATIONS AND SURVEYS.

Every season is developing the great advantages to the public which enure from appropriations made for military explorations and surveys. The large and almost wholly unknown region of country lying between our Atlantic and Pacific frontiers is becoming every day more familiarly understood by means of information gained through these explorations and surveys. Some important expeditions have been consummated since my last report. Important additions to our geographical knowledge have been made by these surveys, and extensive information upon many scientific subjects has been procured at the same time. The public interests are much promoted by this expenditure. I ask special attention to the report of the officer in charge of the office of exploration and surveys. It embraces the results of the expeditions heretofore fitted out to examine the hitherto unknown regions of the Colorado of the west, as well as the Black Hills lying west of the Nebraska Territory. Important and very valuable information has been furnished by both expeditions. That of Lieutenant Ives, among other things of great interest, exhibits one of the most remarkable topographical phenomena ever met with. He discovers that the waters of the Colorado river, in all their various ramifications of brooks, creeks, and rivers, make their way to the main stream through cañons or clefts in the solid rock at a depth of from one thousand feet, where the cañons first commence, to that of six thousand towards the head waters of the streams below the surface of the earth. These cañons present, for the most part, perpendicular faces of solid rock, and give to the whole country an aspect of wild desolation, without a parallel or an approximation on the American continent. These reports will constitute a valuable addition to science, and will be found very interesting.

A very large and I think important portion of our territory, lying north and west of the Black Hills, towards the sources of the Missouri and its tributaries coming in from the south side of it, is almost wholly unknown. It ought to be thoroughly explored. I have but little hesitation in saying that a most important line of intercommunication between the Mississippi valley and the river Oregon will yet be opened, and probably, at no distant day, either through the country spoken of or a little further north, upon a line extending from Lake Superior along upon the waters of the upper Missouri to those of the Oregon. At all events, we need much information about this country, which nothing but a careful exploration can give. There are strong grounds to believe that between the navigable waters of the Missouri and those of the river Oregon a portage of not more than four hundred miles intervenes. If this should turn out to be true, and the

ground should prove suitable for the construction of a road, this route will be eventually one of the most important yet discovered between the Atlantic and Pacific for military purposes. Other regions of interest and importance, of which we know next to nothing, require to be explored.

There is a large amount of important scientific information in the bureaus of this department which could be made valuable to the general interests of the country if it were properly presented to the public. It ought to be done through means of a geological map. Such a map is a public necessity, and no equal sum of money could be expended which would confer so many valuable benefits upon the country as the amount necessary for the preparation of such a map.

The extensive deposits of precious metals throughout our vast dominion, in search for which such immense sums are annually expended, would be accurately marked; whilst the great articles of national wealth and prosperity, iron, coal, and salt, would be so clearly defined that no money need ever be thrown away in fruitless search for them in localities where they do not exist. Such a map would direct wisely the expenditures of money and labor, and would restrain losses likely to arise from ignorance or willful misrepresentation.

CAMELS.

The entire adaptation of camels to military operations upon the plains may now be taken as demonstrated, whilst their great usefulness and superiority in many particulars is equally certain.

A very heavy expense is necessarily incurred every year by the Quartermaster Department in furnishing transportation for troops whilst engaged in expeditions against the roving tribes of the plains. In all these movements camels could be used, no doubt, to very great advantage. In the space of three days a well appointed command could set out and traverse a space of one hundred and fifty miles without difficulty or much fatigue, and fall upon any Indian tribe perfectly unawares. They would be able to carry all necessary supplies for the campaign, and traverse the arid plains without any inconvenience from want of water. The superiority of the camel over the horse would soon become so manifest for all movements upon the plains and deserts, that hostile Indians in those regions would soon come to understand the hopelessness of escape by flight, and the folly of marauding where chastisement was certain.

The camel lives and thrives upon what would not sustain the hardiest mule, and consequently the item of forage, one now of enormous cost, would be almost saved, if the supply of camels was sufficient to answer the demands and requirements of our frontier service.

It could not fail to be a measure of wise economy if Congress would authorize the purchase of a thousand camels for the purposes spoken of. This could be done at comparatively small cost, if a suitable vessel of the navy was detailed to transport them.

As this subject is attracting much attention, I take the liberty of transmitting, herewith, a brief treatise on the camel, written with great

care, and describing with minuteness the proper mode of raising, training, and treatment of them. It is the work of Hekekyan Bey, of Cairo, Egypt, and was prepared at the instance of our active and efficient consul general of Egypt, who has interested himself upon this subject, and has furnished much valuable information concerning these animal. The publication of this little manual will, no doubt, confer a decided benefit upon those who are turning their attention to this new and important branch of husbandry.

ASYLUM AT HARRODSBURG, KENTUCKY.

This property cannot be sold except at a ruinous sacrifice, but it can be converted into an establishment of usefulness, indeed of the greatest possible importance to the service. One of the greatest evils entailed upon discipline and the efficiency of our forces when called on for active duty in the field, arises from the large number of entirely raw recruits continually sent forward to fill up the ranks. These men, for the most part, have no earthly idea of the duties they will be called on to perform, or of the discipline they will be required to undergo. And when to the arduous duties of a frontier campaign they are subjected to the discipline of drill and the routine of a soldier's life, they find it more than any ordinary exertion will accomplish, and, consequently, they desert. If they were thoroughly drilled before joining their regiments, the discipline itself would fit them to overcome those very difficulties with comparative ease, which, without it, causes them to desert.

Under our present system a dragoon recruit may be sent to his regiment, immediately marching against the Indians of the plains, whilst his skill in riding is not sufficient to sit a horse at an ordinary trot without extreme difficulty. The arms about the person of such a man are as useless as if they were safely stored away in one of the Atlantic arsenals. The man's condition is one of torture to himself and his horse; his horse is speedily broken down, and he, himself, deserts. Examples of this sort are extremely numerous and of perpetual occurrence.

These and a great many other evils resulting from sending untrained men to the mounted service can all be avoided by authorizing the public property at Harrodsburg, Kentucky, to be converted into a CAVALRY DEPOT and school for the mounted service. It will entail no additional expense. The houses are sufficient now for every purpose, and the stables are ample for such horses as would be necessary for drill and all other purposes. The grounds attached to the establishment, I believe, are admirably adapted to cavalry drill, being extensive and well situated.

If this measure is sanctioned, it will not only fill the regiments with men skillful and efficient in the management of their horses and the use of their arms, but it will be a measure of economy, and prove a great saving in money to the public service.

Harrodsburg has striking advantages besides those enumerated; it is situated in a rich healthy grain producing country, where forage

can always be purchased in abundance and at fair prices, and the horses of that region are of the very best sort. It is very accessible and sufficiently near the frontiers of the west for the recruits to reach speedily, by railroads and steamboats, any of the posts at which the mounted regiments would probably be stationed.

The frontier service requires that every possible means should be resorted to, to make our little army thoroughly efficient, and no measure, I am confident, would contribute more to it than the one now proposed.

SCHOOL OF ARTILLERY.

The Artillery School of Practice at Fort Monroe, so long an object desired amongst the military men of the country, has been established, and bids fair to realize all the benefits to the service which its friends anticipated. It will give to the service, presently, a corps of officers and men certainly equal to those of any other service in the world. The officers, under whose charge it is at present, are thoroughly competent and fully imbued with an anxious desire for complete success in the school.

There is a small tract of land in the vicinity of the fort which ought to be purchased for the purpose of giving a sufficient range for practice with heavy guns. With this land a large saving could be made by the recovery of balls used in practice in the course of time. The range without this land is inadequate to the wants of the service and the interests of the school. The reports upon this point, to which I refer, will give in detail the particulars upon which this recommendation is predicated.

INSPECTOR GENERAL.

The duties of inspector general are among the most useful and important of any pertaining to the service. Through these officers all abuses and defects of the service are ascertained and made known to the department, and from him that sort of information is derived which would, in fact, be impracticable through any other source.

Our immensely extended Territories render this sort of inspection of our numerous military posts and depots, a matter of vital importance, and it is quite impossible that those duties can be properly performed without the addition of another inspector general to the two already authorized by law. I therefore recommend that the appointment of an additional inspector general be authorized by law.

STAFF.

I call again your special attention to the recommendations I submitted in my report last year upon the subject of the staff. Another year's experience has convinced me more than ever of the great benefits which would flow from the adoption of the suggestions and recommendations therein set forth.

ENGINEERS.

There are two corps of engineers attached to the army, designated as Engineers, and Topographical Engineers. This division of corps was accidental somewhat at first, and has been persisted in from mere habit. In my judgment it is useless and uncalled for, and ought at once to be abolished.

The present arrangement is founded in no good reason whatever, and is productive of no benefit to the service, whilst it entails a considerable expense upon the department, altogether useless and unnecessary. It is derogating nothing from the Corps of Engineers to say that the Topographical corps is quite their equal. By this proposed union of the corps, it would always furnish a sufficient number of this staff to accompany troops in the field. This, in turn would tend to the reformation of what is growing into an abuse—the absence of so many staff officers from all service with troops in the field.

Nothing, in my judgment, would result in greater benefit to the service, than to require all staff officers, from the heads of bureaus down to the youngest brevet second lieutenant, to serve periodically with troops in the field. Any officer who remains for many years absent from duty in the field, comes to have very faint perceptions of what is useful and necessary for troops in actual service in the field. He can only know what is needful through information derived from others. It is obvious, then, that those best informed, should be the ones entrusted with the staff duties.

BRIGADIER GENERALS.

Wherever two regiments are brought together in a brigade, a general of brigade should be in commission to command it. If our whole army were now organized for the field, we should need nine generals of brigade; and in the necessary arrangements of peace, the three in commission are not sufficient to command on the frontiers and in the military departments. These brigade commands, therefore, in our army are generally devolved on the senior regimental officer, who is thereby withdrawn from the proper duties of his own appointment and commission. But as regimental officers are not, by right of seniority, to be commissioned generals, neither ought they, by such rule, to exercise the functions of generals. In all armies generals are selected for commands by government. A sufficient number should always be in commission for that purpose not attached by law or their commissions to specified commands as regimental officers are. The assignment of brevet officers to brevet commands does not always serve the purpose, and where it does, it is only by conferring two commissions and two offices on one officer who can only discharge the duties of one; the expense to government is the same whether the officer exercises command by a brevet or by a proper commission. There is a great need of three additional brigadier generals to those now in commission, and I recommend their appointment.

WASHINGTON ARSENAL.

The grounds heretofore purchased for extending the accommodations of the Washington Arsenal, have been delivered to the government and are enclosed with a slight temporary fence. Suitable buildings for more extensive operations at this place ought to be erected, and it is proper that the plans should be at once adopted which could be gradually completed in the progress of time. Some of the workshops now in use there were erected upon ground reclaimed from the water and are very unsubstantial. The walls are giving way and the roofs are sustained in places with props. These buildings are insecure and will become dangerous.

The reports of the Engineer will exhibit the state of things at the Military Academy, and in relation to other matters especially under the charge of that bureau.

The report of the officer in charge of the Capitol extension and Post Office, will give a detailed statement of the progress of the work for the last year.

The reports from the different bureaus and officers in charge of particular works, are referred to as calculated to give full information upon the respective subjects embraced in them.

VOLUNTEERS.

I call your particular attention to the necessity of providing, by law, for payment of the claims brought against the government by different States and Territories, for services heretofore rendered by volunteer forces in suppressing Indian hostilities. These claims are numerous, and amount in the aggregate to a very large sum. Where they are just, every principle of equity and fairness requires their payment. If any should prove, upon strict examination, to be without foundation, to pronounce this judgment promptly, and settle the question definitely, would bring relief to those presenting the claims, and to this it would seem they are at least entitled.

EXPENDITURES OF THE ARMY.

I desire to call particular attention to the subject of army expenditures. I think there is some misapprehension in the public mind upon this point, which can be removed by a succinct statement of facts.

The disbursement of money through the War Department embraces many subjects entirely disconnected with the army proper, but all of which is in general apprehension ascribed wholly to the army. All work done upon fortifications along the sea coast, in which many millions are spent, has in fact no more to do with the operations of the army than the ships-of-war which are built at the navy yards. Nor has the army, as such, any thing to do with the expenditures of money annually appropriated for rivers and harbors; so too of the buildings and works of a public character put in charge of army officers for construction. It is certainly not just to charge to the army

the millions spent upon the aqueduct for bringing water into the city of Washington, when in all probability not one platoon of soldiers will ever, in the course of any one year, be solaced with a drink of water from those capacious fountains.

The fair and legitimate expenses of the army are embraced within comparatively a few items. The pay of the officers and men is regulated by law; not one dollar more or less can be expended upon that object. So too with their rations and clothing. Nothing would be easier, and nothing in the future would be more certain, than to estimate exactly what would be the cost to the country of maintaining our whole army, or any portion of it, at any fixed and permanent post for a year. But when the movements of troops depend upon the uncertain temper and disposition of savages upon a frontier line of more than four thousand miles in extent, some latitude must be allowed in calculating the probable cost of making such movements as those precarious contingencies may necessitate. The season of the year and the locality where the marches are to take place enter materially into the computation of expenses, all of which is too obvious to require any illustration. So much for the general proposition about army expenditures. I have attempted as far as possible to meet your just wishes in reducing the expenditures of the army, and the estimates of the next fiscal year are less than the appropriations of the last by the sum of \$9,160,488 32. They are less than the estimates laid before you at the last session of Congress by the sum of \$2,735,408 55. They amount in the aggregate to \$18,010,090 28, and I entertain a strong hope that the expenditures may be still further reduced in the course of another year.

It affords me pleasure to say that notwithstanding the Indian wars in Washington, New Mexico, and Texas, all of which were unforeseen and unexpected, still, unless there shall be further and larger demands for expenditures in suppressing other Indian hostilities, additional to those already incurred in Washington Territory, New Mexico, and Texas, there will be no necessity for asking appropriations in the shape of a deficiency bill.

I have the honor to be, very respectfully, your obedient servant,

JOHN B. FLOYD,
Secretary of War.

The PRESIDENT of the United States.

GENERAL ORDERS No. 22.

HEADQUARTERS OF THE ARMY,
New York, November 10, 1858.

The following combats with hostile Indians—in which the conduct of the troops, including volunteers and *employés* in the United States military service, is deserving of high praise for gallantry and hardships—have occurred, or been brought to the notice of the General-in-Chief, since the publication of General Order No. 14, of 1857, viz:

I. *May 24, 1857.*—The northern column of the Gila expedition, commanded by Colonel W. W. Loring, mounted riflemen—having under him company I and detachments from companies C and D, mounted riflemen: company B and a detachment from company E, 3d infantry; a band of friendly Navajo Indians, and Captain Manuel Charvez's company of spies and guides—after a march, by the main body, of twenty-four days from Albuquerque, New Mexico, and four from the depot on the Gila, overtook, in a most difficult pursuit over a broken and mountainous country, at the Cañon de los Muertos Carneros, in the Mogollon mountains, a band of the Mogollon Indians who had been committing depredations on the settlements of the upper Rio Grande. The result of the action which ensued was seven Indians killed, among whom was the notorious Mogollon chief, Cuchillo Negro, and two wounded. The families of the Indians were taken prisoners; their camp equipage captured, and a flock of about a thousand sheep and a small herd of cattle retaken.

The officers engaged under Colonel Loring were:

Medical staff.—Assistant Surgeon J. Letherman.

Mounted riflemen.—Brevet Captain J. P. Hatch, 1st Lieutenant G. W. Howland, 1st Lieutenant and Adjutant Roger Jones, and 2d Lieutenant C. H. McNally.

3d infantry.—Brevet Major O. L. Shepherd, 1st Lieutenant J. W. Alley, and 2d Lieutenant R. V. Bonneau, the latter commanding the Navajo Indians.

Company of spies and guides.—Captain Manuel Charvez.

II. *August 26, 1857.*—Captain W. H. Kendrick, Florida mounted volunteers, with twenty-five men, followed the trail of a party of Seminoles for two days, and came upon them in a thickly overgrown swamp near Lake Istokpogo, killing one warrior, and capturing a quantity of Indian property.

III. *October 29, 1857.*—2d Lieutenant C. Van Camp, 2d cavalry, with a few men of company D, of his regiment, from Camp Verde, Texas, after a vigorous pursuit of two days, overtook a small party of Comanches who had been depredating on the settlements, and after a hot chase of six miles over a country so broken and rocky that it disabled many of his horses, the sharp rocks tearing the shoes from their hoofs, wounded two Indians, and captured most of their property.

IV. *November 2, 1857.*—2d Lieutenant J. B. Witherell, 2d cavalry,

with a small detachment from companies C and K, of his regiment, left the post of Fort Clark, Texas, in pursuit of a party of Comanche Indians who had the day before robbed the mail party of a number of mules. After a pursuit of four days he came upon the marauders at a place near seventy miles to the northwest of the head of the west branch of the Nueces. They had in their possession all the stolen animals, except one mule, which had been killed for food. After a short and severe contest the Indians were routed and fled, leaving one of their party dead, and all the animals and their own property behind.

Lieutenant Witherell was slightly, and privates Gehrung, of company C, and Charles Morris and Patrick Conneil, of company K, were severely wounded. In their flight the Indians had made their first march of ninety miles without stopping.

V. *November 21, 1857.*—Captain W. H. Cone, of the Florida mounted volunteers, with his own company and a detachment from his regiment, amounting in all to one hundred and fifteen men, whilst scouting on the west of Oke-loa-coochee, south of Fort Doane, Florida, surprised a party of the hostile Seminoles in the Big Cypress, killing one warrior, and capturing eighteen women and children and large quantities of their provisions.

VI. *November 28, 1857.*—Captain Parkhill, with 1st Lieutenant and Adjutant W. S. Harris, 1st Lieutenants DaCosta, and John Canova, and seventy-five men of Colonel S. St. George Rogers' regiment of Florida mounted volunteers, having landed from Chocolisko key, Florida, and penetrated the country to the north and west through swamps and thickets, discovered, on the third and fourth days of his search, a village and several fields belonging to the hostile Seminoles, and destroyed a large quantity of their supplies. Taking with him a few men for the purpose of completing the destruction of their hiding places, he was attacked whilst crossing a stream, bordered on each side by cypresses and thick undergrowth, by a party of Indians, who fled after the first fire. The loss of the enemy not known. Captain Parkhill was killed, and privates M. M. Mason, John A. Stevens, and Thomas Posey, of his company; privates A. McAlphin and O'Neil, of Captain Hardee's company severely though not dangerously wounded.

VII. *November 30, 1857.*—Captain W. Stevens, Florida mounted volunteers, with a detachment of ninety-one men of his own, Captains Stewart's and Harrington's companies, with Lieutenants Crews and Stevens, started in pursuit of a party of Seminole Indians who had a few days before killed thirty-six of his horses whilst out grazing near Depot No. 1, Florida. On the fourth day's pursuit he came upon the Indians, and, after the loss of one of his men, he succeeded, by a sagaciously planned and well executed ruse, in drawing them into an ambuscade, killing five, wounding two, and capturing their arms and ammunition.

In noticing the services in Florida, the occasion is taken to mention favorably those of Jacob E. Mickler, in charge of a party of *employés* of the quartermaster's department, who succeeded, on the 15th of

August, 1857, in capturing fifteen women and children near the Kismee river.

VIII. *December 7, 1857.*—2d Lieutenant William Averell, with a detachment from company F, accompanied by 2d Lieutenant W. H. Jackson, all of the mounted riflemen, surprised a party of six Kiowa Indians, not far from Fort Craig, New Mexico, who had been killing the cattle and committing other depredations on the inhabitants. After capture, they succeeded in breaking loose from the guard and attempted their escape, but through the activity and energy of their captors not one of them succeeded. The chief was wounded and recaptured, and the others were killed.

1st Sergeant McQuaide and the guide, José Miguel Jaramillo, are specially commended by their commander.

IX. *December, 1857.*—Sergeant Brady, commanding an escort of twenty men of company F, mounted riflemen, attacked a party of between forty and fifty hostile Apaches near Fort Buchanan, New Mexico, killed four and wounded several.

X. *January 28, 1858.*—1st Sergeant W. McDonald, of company D, 2d cavalry, with fourteen men of that company, was sent out from Camp Verde, Texas, to pursue and chastise some Indians who had been committing depredations on the San Jeronimo river. After a rapid, but cautious, pursuit of four days he succeeded in surprising the party, and immediately charged upon them, killing two and recapturing the horses of which they had robbed the settlers. He had privates Stroacher and Hughes severely, and private Tanny slightly wounded. The sergeant speaks in commendation of hospital steward Arnold Stubb. Great praise is due to the guide, Polycarpio Rodrigues, for his untiring exertions and sagacity in the pursuit.

XI. *May 16, 1858.*—At To-hots-nim-me, Washington Territory, companies C, E and H, 1st dragoons, and E, 9th infantry—aggregate 159—were attacked and overpowered by some twelve hundred of the Spokane, Pelouse, Cœur d'Alene, Yakima, and other Indian tribes. This unequal contest, which did not result in our favor, nevertheless furnished many instances of personal bravery and heroism which must not be lost. It was, moreover, marked by the loss of the tried, gallant and distinguished Brevet Captain O. H. P. Taylor, and of that most gallant and promising young officer 2d Lieutenant Wm. Gaston, both of the 1st dragoons.

The following non-commissioned officers and privates are mentioned for their conspicuously gallant conduct:

Company C, 1st dragoons.—1st Sergeant J. A. Hall; bugler R. A. Magan; farrier E. R. Birch; privates R. S. Montague, Alfred Barnes killed; Victor C. DeMay mortally wounded, (since dead).

Company E, 1st dragoons.—1st Sergeant William C. Williams mortally wounded, since dead; private R. P. Kerse, "who, with a few others, gallantly defended the body of Brevet Captain Taylor (lying mortally wounded) when the Indians made a desperate charge to get possession of it."

Company H, 1st dragoons.—1st Sergeant Edward Ball, who displayed the greatest courage and determination throughout the action, and with a few men repulsed the attempt of a large number of Indians at

one of the most important points; privates Frances Poissell, who assisted in rescuing and bearing off Captain Taylor under a heavy fire from the enemy; C. H. Harnish and James Crozet, company H, 1st dragoons, (both killed).

In addition to those mentioned above, the following were wounded:

Company C, 1st dragoons.—Privates James Lynch and Henry Montreville.

Company E, 1st dragoons.—James Kelly (severely,) William D. Micon, Harriet Sneckster (severely,) James Healy, Maurice Henley, Charles Hughes, and John Mitchell.

Company E, 9th infantry.—Privates Ormond W. Hammond (severely,) and John Klay and Gotlieb Berger (slightly.)

XII. *August 15, 1858.*—A party of fifteen mounted men, commanded by 2d Lieutenant Jesse K. Allen, 9th infantry, sent out by Major Garnett, of that regiment, from the Yakima expedition, surprised a camp of hostile Indians on the upper Yakima river, Washington Territory, capturing 21 men, about 50 women and children, 70 horses, 15 head of cattle, and a quantity of other Indian property.

The success was dearly bought, for the gallant young leader lost his life, and the service one of its most valuable, zealous, and faithful officers.

XIII. *August 29, 1858.*—Captain McLane, mounted riflemen, commanding twelve men of his regiment and a company of fifty-two New Mexican guides and spies, was attacked by a party of 300 Navajo Indians near Bear Spring, New Mexico. The Indians were repulsed with a loss of seven of their number killed—number of wounded not known.

In this most unequal contest, highly creditable to all engaged, Captain McLane was severely though not dangerously wounded. Captain McLane's report not having yet been received from department headquarters, it is regretted the names of others who undoubtedly distinguished themselves in this contest are not known to the General-in-Chief.

XIV. *September 1, 1858.*—The expedition under Colonel Wright, 9th infantry, composed of companies C, E, H and I, 1st dragoons; A, B, G, K and M, 3d artillery; and B and E, 9th infantry—aggregate five hundred and seventy—with a company of thirty Nez Percés Indians, marched from fort Walla-Walla, Oregon, on the 7th and 15th of August; crossed Snake river on the 25th and 26th; established a post at the crossing, which was left in charge of Bvt. Major Wyse and his company D, 3d artillery; and after a march of nearly a hundred miles mostly over a forbidding country, during which they were twice attacked, came upon a large body of united Spokane, Cœur d'Alene and Pelouse Indians, of which some four hundred were mounted.

After securing his baggage and supplies by leaving them under the guard of company M, 3d artillery, with a mountain howitzer and a detachment of fifty-four men, commanded by lieutenants H. G. Gibson, G. B. Dandy and Lyon, the whole under Captain Hardie, 3d artillery, Colonel Wright moved with the rest of his force against the Indians, who had taken possession of a high hill and an adjoining wood and awaited his attack. They were driven by the foot troops

from both their positions into the plain, and then charged and utterly routed by the dragoons, with a loss of some seventeen killed and many wounded.

The troops sustained no loss in either killed or wounded.

Colonel Wright mentions the following as entitled to credit for their coolness and gallantry :

Bvt. Major Grier, 1st dragoons ; Captain Keyes, 3d artillery ; Captain Dent, 9th infantry ; 1st Lieutenant Mullan, 2d artillery, acting as topographical engineer and commanding the friendly Nez Percés ; 1st Lieutenant P. A. Owen, 9th infantry, acting assistant adjutant general ; Captain Kirkham, assistant quartermaster ; and Assistant Surgeon J. F. Hammond, medical department.

The following are also mentioned as having been highly commended by their immediate commanders :

Medical Department.—Assistant Surgeon Randolph.

1st Dragoons.—Lieutenants Davidson, Pender, and 2d Lieut. Gregg.

1st Sergeant James A. Hall ; Sergeants Bernard Korton and Patrick Byrne ; bugler Robert A. Magan ; and privates James Kearney and Michael Meara, company C.

1st Sergeant C. Goetz ; Sergeant J. F. Maguire ; and privates J. G. Trimbell, J. Buckley, Wm. Ramage, and T. W. Smith, company E.

1st Sergeant E. Ball ; Sergeant M. M. Walker ; and bugler Jacob Muller, company H.

1st Sergeant W. H. Ingerton, and Sergeant William Davis, company I.

3d Artillery.—1st Lieutenants Tyler, White and Ihrie, and 2d Lieutenant Kip.

9th Infantry.—Captain Winder and Lieutenant Fleming.

Nez Percés.—Hutes-E-Mah-li-kan, Captain John, Edward, and Wash-not.

XV. *September 5 to 15.*—Colonel Wright, 9th infantry, after defeating the united hostile tribes at the Four Lakes, in Washington Territory, on the 1st, (as noticed above, par. XIV,) continued to advance in the Indian country with the same force, and on the 5th of September was again met by the Spokane, Pelouse, and Cœur d'Alene Indians, who had been joined by the Pend d'Oreilles.

After a continuous conflict of seven hours, over a distance of fourteen miles, and a fatiguing march, in all, of twenty-five, the Indians were completely routed, with the loss of two chiefs, two brothers of the Chief Garey, and many others of lesser note killed or wounded. The troops had but one man—name not given—wounded, and he but slightly.

Colonel Wright bears witness to the zeal, energy, perseverance and gallantry of his officers and men. He especially mentions the following :

Brevet Major Grier, 1st dragoons, commanding squadron ; Captain Keyes, 3d artillery, commanding artillery battalion, acting as infantry ; Captain Winder and Lieutenant Fleming, 9th infantry, detached to support the howitzer battery ; First Lieutenant and Adjutant Owen, 9th infantry, acting assistant adjutant general ; Captain Kirkham, assistant quartermaster ; Assistant Surgeons J. F. Hammond and J.

F. Randolph; and First Lieutenant J. Mullan, 2d artillery, acting as engineer officer and commanding the friendly Indians.

The following officers are spoken of in the highest terms by their several immediate commanders, viz :

1st dragoons.—Lieutenant Pender.

3d artillery.—Company K, Captain E. O. C. Ord and Lieutenant Morgan; company G, Captain J. A. Hardie and First Lieutenant Ransom; company M, 1st Lieutenant Gibson and 2d Lieutenant Dandy; company A, 1st Lieutenant Tyler and 2d Lieutenant Lyon.

First Lieutenant White, commanding howitzer battery, composed of a detachment from company D, 3d artillery, and Second Lieutenant Kip, adjutant of Keyes' battalion.

Captain Dent, 9th infantry, with his company B, and First Lieutenant Davidson, 1st dragoons, commanding company E, together with the friendly Nez Percés, guarded the train effectually.

After resting on the 6th, Colonel Wright continued his pursuit of the Indians through their country, arriving at the Cœur d'Alene Mission on the 15th of September. During this march he had a skirmish with the enemy on the 8th of September, took from them some 900 horses, a large number of cattle, with quantities of wheat, oats, roots, &c.; all of which were converted to the use of the troops or destroyed.

Those severe blows resulted in the unqualified submission of the Cœur d'Alenes, the dispersion of the other tribes, and it is not doubted, ere this, in the subjugation of the whole alliance.

Results so important, without the loss of a man or animal, gained over tribes brave, well armed, confident in themselves from a recent accidental success, and aided by the many difficulties presented by the country invaded, reflect high credit on all concerned.

Colonel Wright is much to be commended for the zeal, perseverance, and gallantry he has exhibited.

To Brigadier General Clarke, commanding the department of the Pacific, credit is primarily and eminently due for the sound judgment shown in planning and organizing the campaign, (including Major Garnett's simultaneous expedition,) as well as for his promptness and energy in gathering, from remote points in his extended command, the forces, supplies, &c., necessary for its successful prosecution. In this merited tribute to the General his staff is included.

XVI. *September 9 to 15, 1858*.—Lieutenant Colonel Miles, 3d infantry, with A, F, and I companies of mounted rifles; B and C companies, 3d infantry; and Captain Blas Lucero's company of New Mexican guides and spies—in all 309 rank and file—made an expedition from Fort Defiance, New Mexico, in pursuit of the hostile Navajoes, during which, with parts of his force, he had several skirmishes; the results were six Indians killed, one man and eight women and children made prisoners, and a few horses and between five and six thousand sheep captured.

Bugler Ezekiel Fisher, of I company, mounted riflemen, was killed, and the following were wounded :

Company A, mounted riflemen.—Sergeant James Watson slightly, and private Manus Sweeney mortally—since dead.

Company I, mounted riflemen.—Private G. Dunn.

Company C, 3d infantry.—Private William Mauk, slightly.

The following were the officers under Lieutenant Colonel Miles, and of whom he speaks in the highest terms:

Captain Elliott and Brevet Captain Hatch, 1st Lieutenant Lane, and 2d Lieutenant Averell, mounted riflemen; 1st Lieutenant Whipple, and 2d Lieutenants Walker and Hildt, 3d infantry; and Assistant Surgeon McKee, medical department; Captain Blas Lucero, of the guides and spies.

The guide and interpreter, Mr. Edward Martines, is highly commended for his valuable services.

XVII. *September 25, 1858.*—Brevet Captain J. P. Hatch, mounted riflemen, with company I, of his regiment, and company B, 3d infantry; the latter, under 1st Lieutenant Whipple, 3d infantry, marched from Fort Defiance, New Mexico, in the night of the 24th of September, for the purpose of surprising a party of the hostile Navajo Indians, under Sarcillo Largo, their principal chief.

After marching the greater part of the night, and finding that he would not be able to conceal his march if he confined himself to the step of his foot troops, Captain Hatch reluctantly, but judiciously, left them behind, and, with fifty-two men of company I, pushed on with as much rapidity and caution as possible to a point about nine miles beyond Laguna Negra, where, by taking advantage of the irregularities of the ground, he succeeded in surprising the Indians, and, after a short but sharp conflict, in completely routing them, with a loss of six of their number left dead on the field, and a large number of wounded; among the latter the principal chief, Sarcillo Largo, supposed mortally. Over fifty horses and a large quantity of other Indian property was captured or destroyed.

It is greatly to the credit of Captain Hatch that in this handsome affair, after a night march of twenty-five miles and the combat in the morning, he returned the same day to Fort Defiance with all of his command, and in as good order as when he started.

The captain gives great credit to his men, all of whom behaved with gallantry and coolness. He mentions, particularly, the excellent conduct of First Sergeant McGrath, of company I, mounted riflemen.

XVIII. *October 1, 1858.*—Near the Wichita village, Brevet Major Van Dorn, captain 2d cavalry, commanding A, F, H, and K companies of his regiment, after a forced march of ninety miles in thirty-six hours, came, a little after daylight, upon the camp of the hostile Comanches, consisting of one hundred and twenty lodges, and between four and five hundred Indians. He immediately charged upon it, and after a most desperate struggle of an hour and a half, during which there were many bloody hand-to-hand conflicts, achieved a most decisive and important victory.

Fifty-six Indians were left dead on the field; one hundred and twenty lodges were burned; over three hundred animals taken; a large quantity of supplies appropriated or destroyed; and the surviving Indians dispersed among the mountains in a destitute condition.

With this victory it is painful to record the death of 2d Lieutenant Cornelius Van Camp, 2d cavalry, an active young officer of exceeding

promise, once before named in this order for his gallantry, who was shot through the heart with an arrow while charging the enemy.

Sergeant J. E. Garrison, of company F; privates Peter Magar and Jacob Echard, of company H, were also killed. Private Henry Howard, of that company, missing, supposed to have been killed.

The following were wounded:

Company A.—Brevet Major Van Dorn severely, four wounds; Corporal Joseph P. Taylor dangerously.

Company H.—Private C. C. Alexander severely; Sergeant C. B. McClellan, Corporal Bishop Gordon, and bugler M. Aborgast, slightly.

Company F.—Privates C. C. Emery and A. J. McNamara severely, and W. Frank slightly.

Company K.—Private Smith Hinckley slightly.

The sutler, Mr. J. F. Ward, was slightly, and the special agent in charge of the friendly Indians, Mr. S. Ross, was severely wounded. They had volunteered for the expedition, and are deserving of great praise for their gallantry in the action.

During the combat, Captain N. G. Evans, 2d Lieutenants Harrison and Phifer, each killed two, and Lieutenant Major killed three Indians in hand-to-hand encounters.

The other officers who were under Major Van Dorn are Captains Whiting and Johnson, 2d Lieutenant Porter, and acting Assistant Surgeon Carswell, all of whom, together with the non-commissioned officers and privates of companies A, F, H, and K, 2d cavalry, are entitled to great commendation for their gallantry.

The friendly Indians—Delawares, Caddoes, &c.—under Mr. Ross, rendered essential service both before and during the conflict.

XIX. Corrections and additions to the notices of combats in General Orders No. 14, of 1857.

Par. II. From the want of detailed information, since supplied, there were omitted the names of several officers of the expedition whose conduct was highly commended by their immediate commander, Brevet Lieutenant Colonel Buchanan, 4th infantry.

The following is a corrected list of the officers engaged, as supplied by him:

Medical staff.—Assistant Surgeons C. H. Crane, J. J. Milhau, in the field, and Assistant Surgeon R. Glisan, in the general hospital.

1st dragoons.—Captain A. J. Smith and 1st Lieutenant N. B. Sweitzer.

3d artillery.—Captain E. O. C. Ord; Brevet Major J. F. Reynolds; 2d Lieutenant (since 1st) J. G. Chandler, acting assistant adjutant general; 2d Lieutenant (since 1st) G. P. Ihrie, acting assistant quartermaster and assistant commissary of subsistence to the troops in the field; and 2d Lieutenant (since 1st) J. Drysdale.

4th infantry.—Captains C. C. Augur, DeL. Floyd Jones, and 1st Lieutenant R. Macfeely, acting assistant quartermaster and commissary of subsistence at the depot.

Lieutenant Colonel Buchanan also notices, especially, the non-commissioned officers by companies, their names omitted, and acknowledges the valuable services of Joel Palmer, esq., superintendent

of Indian affairs, and of Messieurs Olney and Wright, of the Indian department, and of acting Assistant Surgeon Hillman.

Sergeant Smith, of B company, 3d artillery; privates Garry and Kennedy, company E, 4th infantry, mentioned by name as wounded, the former mortally.

Par. VIII. Colonel G. Wright, 9th infantry, should have been announced as the commander of the force which repulsed the attack of the Indians at the Cascades, Washington Territory, on the 27th and 28th of March, 1856—incorrectly stated (from a report of the department commander) to have occurred on the 28th of April.

In this attack private Thomas McGrath, of company E, 9th infantry, and private Thomas S. Barton were killed, and private Martin Welsh wounded.

Par. XX. Same order of 1857, among those to whom "great credit had been given by their commanders" the names of 1st Lieutenant T. K. Jackson and 2d Lieutenant J. R. Cooke, 8th infantry, were omitted.

Par. XXII. There was an omission to mention that 2d Lieutenant E. W. H. Read, 8th infantry, was of the detachment sent from Fort Lancaster against the Indians who attacked the mail escort.

By command of Brevet Lieutenant General Scott.

L. THOMAS,
Assistant Adjutant General.

AFFAIRS IN UTAH.

The Secretary of War to Messrs. Powell and McCulloch.

WAR DEPARTMENT,
Washington, April 12, 1858.

GENTLEMEN: You will proceed with all practicable despatch to the Territory of Utah, and it is hoped you will reach the forces commanded by General Johnston, before hostilities shall have been actually renewed. You will carry with you the President's proclamation to the people of Utah, dated on the 6th instant, and give such extensive circulation to it as you may be able to effect amongst them. This will clearly point out to them the unfortunate relations in which their present attitude places them towards the government and people of the United States.

The duties committed to you by the President are of great importance, though you are not authorized to enter into any treaty or engagement with the Mormons. It is the great object of the President to bring these misguided people to their senses, to convert them into good citizens and to spare the effusion of human blood. He relies much upon your high character, patriotism, and prudence to accomplish these results, by convincing them, should the opportunity offer, how desperate is their effort to resist the authority of the government,

and how much in accordance it will be with their own true interests to return to their allegiance, and submit promptly and peaceably to the Constitution and laws of the United States upon the assurances contained in the President's proclamation.

To restore peace in this manner is the single purpose of your mission. To this end, you may place yourselves in communication with their recognized leaders, should this be deemed expedient under their circumstances, on your arrival in Utah.

Much must necessarily be left to your discretion and wisdom in any communication you may have with the Mormon people. You can repeat the assurances heretofore given by the President, that the movement of the army to Utah has no reference whatever to their religious tenets or faith. Whilst they obey the laws and perform their duty as citizens, no power in this country has either the right or the disposition to interfere with their religion. In the language of the proclamation addressed to the Mormons, "If you obey the laws, keep the peace, and respect the just rights of others, you will be perfectly secure, and may live on in your present faith, or change it for another at your pleasure. Every intelligent man among you knows very well that this government has never, directly or indirectly, sought to molest you in your worship, to control you in your ecclesiastical affairs, or even to influence you in your religious opinions."

It is the duty and determination of the federal government to see that the officials appointed and sent out by the President shall be received and installed, and due obedience be yielded to the laws and to their official acts. When this shall have been fully accomplished, a necessity will no longer exist to retain any portion of the army in the Territory, except what may be required to keep the Indians in check and to secure the passage of emigrants to California.

You will communicate freely with General Johnston and Governor Cumming, and act in concert with them. At this distance it is impossible to anticipate what may be the condition of affairs on your arrival in Utah, but the President was determined to leave no effort unessayed to bring these rebellious people to a sense of their duty before it be too late.

In the month of December last Colonel Thomas L. Kane, of the city of Philadelphia, impelled thereto by ancient kind feelings for the Mormons, deemed it to be his duty to repair to Utah for the purpose of influencing that people to do their duty to the government of the United States, and, if possible to spare the effusion of blood. He acted under a deep conviction of duty, against the advice of his excellent father, Judge Kane, since deceased, and other members of his family. Having determined upon this course, the President, whilst he recognized him in no manner as a government agent, addressed him two letters under date of 31st December last, copies of which are now communicated to you. Colonel Kane is probably at this time in Utah, and if you should find him there he may render you essential service in accomplishing the object of your mission.

All orders for facilitating your journey shall be given to the officers in command of the troops and stations along the line.

I am, gentlemen, very respectfully, your obedient servant,
 JOHN B. FLOYD,
Secretary of War.

LAZARUS W. POWELL and BEN McCULLOCH, esquires.

WASHINGTON CITY, *December 31, 1857.*

MY DEAR SIR: You furnish the strongest evidence of your desire to serve the Mormons by abandoning the comforts of friends, family, and home, and voluntarily encountering the perils and dangers of a journey to Utah at the present inclement season of the year, at your own expense, and without official position. Your only reward must be a consciousness that you are doing your duty. Nothing but pure philanthropy and a strong desire to serve the Mormon people could have dictated a course so much at war with your private interests.

You express a strong conviction, in which however I do not participate, that a large portion of the Mormons labor under a mistake as to the intentions of the federal government towards them. If this be so, my late message will disabuse their minds. My views therein expressed, as I have already informed you, have undergone no change. These sentiments were expressed in sincerity and truth, and I trust that your representations of them may meet with the success you anticipate. I hope that the people of Utah may be convinced, ere it is too late, that there exist no duties of higher obligation than those which they owe to their country. They cannot doubt your friendship, and the services which you have rendered to them in times past will conciliate their regard.

At the same time I deem it my duty to say that, whilst reposing entire confidence in the purity and patriotism of your motives, and entertaining a warm personal regard for yourself, I would not at the present moment, in view of the hostile attitude they have assumed against the United States, send any agent to visit them on behalf of the government. If the case were otherwise, however, I know no person to whom I should more cheerfully confide such a mission than yourself.

With every sentiment of personal regard, I remain truly your friend,
 JAMES BUCHANAN.

Colonel THOMAS L. KANE.

WASHINGTON CITY, *December 31, 1857.*

MY DEAR SIR: As you have been impelled by your own sense of duty to visit Utah, and having informed me that nothing can divert you from this purpose, it affords me pleasure to commend you to the favorable regard of all officers of the United States whom you may

meet in the course of your travels. Possessed as you are of my confidence, and being well informed as to passing events, you may have it in your power to impart to them useful information from this side of the continent. I do not doubt that they will, in the exercise of whatever discretion their instructions may permit, render you all the aid and facilities in their power in expediting you on your journey, undertaken of your own accord, to accomplish the pacific and philanthropic objects you have in view.

Heartily wishing you success, I remain, very respectfully, your friend,

JAMES BUCHANAN.

Colonel THOMAS L. KANE.

WAR DEPARTMENT, *April 12, 1858.*

It is hereby certified that Lazarus W. Powell, of Kentucky, and Ben McCulloch, of Texas, have been authorized by the President to proceed to Utah to perform certain duties more particularly set forth in instructions of this date from the War Department. They are entitled to full credence in the premises.

In testimony whereof I, John B. Floyd, Secretary of War of the United States, have hereunto set my hand and caused the seal [L. S.] of the Department of War to be hereunto affixed.

JOHN B. FLOYD,
Secretary of War.

Messrs. Powell and McCulloch to the Secretary of War.

FORT LEAVENWORTH,
April 25, 1858.

DEAR SIR: We reached this place without accident or delay. At St. Louis we selected five ambulances and harness which were promptly purchased by Colonel Crossman, quartermaster at that place, and shipped the next day for this place. We have completed our arrangements and will start on the plains to-day. Our party consists of a sergeant and five dragoons, a wagon master, five teamsters and a guide. Our teamsters are armed; each ambulance is drawn by four mules, we take three saddle horses. Colonel Munroe, the commander at this place, Colonel Tompkins the quartermaster, and the commissary, promptly furnished us with everything we desired. The officers in every department of the service with whom we had business did everything in their power to facilitate our departure. We were most kindly received and hospitably entertained by Colonel Munroe, during our sojourn here.

We take very little baggage. The ambulances are so comfortable that we find it unnecessary to take a tent. We have been fortunate

in procuring excellent teams. We can carry in the ambulances sufficient forage for our animals. We expect to make thirty-five miles a day. We will reach General Johnston's camp at the earliest possible moment.

We have the honor to be, very respectfully, your obedient servants,

L. W. POWELL,
BEN McCULLOCH,
Commissioners to Utah.

Hon. J. B. FLOYD,
Secretary of War, Washington, D. C.

N. B. We will avail ourselves of every opportunity to advise you of our progress.

Respectfully,

L. W. POWELL,
BEN McCULLOCH.

Messrs. Powell and McCulloch to the Secretary of War.

FORT KEARNEY, May 3, 1858.

DEAR SIR: We reached this place yesterday evening at six o'clock. We left Fort Leavenworth at half past three on the evening of the 25th last month. We were seven days two and a half hours out from Leavenworth.

The Indians on the road are quiet, and have committed no depredations this spring. The grass is very good; we left one mule in consequence of lameness, at a trading post one hundred miles from this place. We changed four of our mules here, and took one to supply the place of the one left. We will remain here to-day to rest our animals and to have the wheel of one of the ambulances repaired, which was broken fifty miles before we reached this post. Our party have enjoyed excellent health and our animals have stood the trip well.

We will leave here in the morning, and expect to reach Fort Laramie in eight days. Captain McCoun, the commander of this post received us with the greatest courtesy and kindness, and promptly furnished us with everything we desired. We would suggest that fifty good mules be kept at this post for the purpose of supplying defective teams, expresses, &c. Captain McCoun is of the opinion that if the number of mules indicated were kept here it would promote the efficiency of the service. We are informed that during the last winter the commandant at this post suggested the importance of keeping fifty mules here for the purposes above stated, and that no reply had been made to his letter.

We met two days since a party consisting of a merchant and others from Camp Scott, they informed us that they left General Johnston's command the 21st of March. They report General Johnston's army in good condition; they met Colonel Hoffman's command thirty-five

miles this side of Fort Laramie. From information received from these gentlemen, we expect to reach Camp Scott by the time Colonel Hoffman does.

We were informed by these gentlemen that General Johnston would not advance until he was reinforced by Colonel Hoffman and Captain Marcy.

We have the honor to be, very respectfully, your obedient servants,

L. W. POWELL,

BEN McCULLOCH,

Commissioners to Utah.

Hon. JOHN B. FLOYD,

Secretary of War, Washington, D. C.

Messrs. Powell and McCulloch to the Secretary of War.

CAMP SCOTT, U. T.,

June 1, 1858.

DEAR SIR: We have the honor to report that we reached this camp on the 29th of last month. We found General Johnston's command in good health and spirits.

The advance of Colonel Hoffman's command has arrived. Colonel Hoffman with the remainder of his command will reach this place in seven or eight days. General Johnston is of the opinion that the command of Captain Marcy will arrive in fifteen or twenty days; we have had full and free conference with General Johnston and Governor Cumming touching the object of our mission. Governor Cumming has recently returned from Salt Lake City; the governor is of the opinion that the military organization in Utah has been disbanded, with the exception of a few men that are under his control. Ex-Governor Brigham Young has so informed the governor. From information received from Mormons and others recently from the City of Salt Lake, we fear that the leaders of the Mormon people have not given the governor correct information as to the condition of affairs in the valley; Governor Cumming having communicated the result of his visit to the Great Salt Lake City to the government we deem it unnecessary to state anything concerning it.

We will set out for Great Salt Lake City at ten o'clock to-morrow morning, accompanied by Governor Cumming. We expect to reach the city in three or four days, and place ourselves in communication with the recognized leaders of the Mormon people; we have strong hopes that the Mormons may be induced to submit quietly to the authority of the government. From information received from various sources we are confident that they have decided objections to the army entering the valley of Great Salt Lake. We would respectfully suggest that the presence of the army here, and the additional force that has been ordered here, will be the chief inducement that will cause this deluded people to submit quietly and peaceably to the civil authorities (in the event they should do so). They have abandoned their more northern settlements, and are moving their women and

children and their supplies of provisions to the southern part of the Territory; this indicates in our judgment an intention on the part of the Mormons to leave the Territory, or to place themselves in an attitude to fight the army when it shall enter the valley. It may be their object to prevent their families from coming in contact with the army and the civil authorities that may be established in the Territory.

We are confident that the greatest difficulty we will have to encounter in the execution of our commission will be to cause them to submit quietly to the control of the army in the Salt Lake valley. We fear that they may attempt to delay an adjustment until the season of the year arrives when they will be able to burn the grass and harvest, or burn the growing crop before the army takes position in Salt Lake valley.

We deem it a matter of the first importance that the army advance to the valley of Salt Lake before the Mormons can burn the grass or harvest, or burn the growing crops; we will therefore use every exertion to put ourselves in communication with them, and learn their views and intentions as soon as possible.

General Johnston is of the opinion that the command of Colonel Hoffman and Captain Marcy will arrive in fifteen or twenty days, and that at the end of twenty days he will be ready to march to Salt Lake City; the general is confident that when the officers and reinforcements arrive he will have sufficient force to march to Salt Lake City should he be resisted by the best army the Mormons can bring into the field. We will use every effort to see and confer with the Mormon people, and to make known their intentions to General Johnston by the time he is ready to march.

It affords us pleasure to state that General Johnston most heartily and cordially co-operates with us, and has done everything in his power to facilitate the object of our mission. We find the best order and most cheerful feeling prevail in the command, and that the command have borne the severe trials and difficulties by which they have been surrounded in a manner becoming American soldiers.

From information received from Mormons and others recently from Salt Lake City, we are induced to believe that great disaffection exists among the Mormons, and that large numbers of them would leave Utah were they not deterred by fear of injury from the Danite band; hence the necessity that such as wish to leave should have the protection of the flag.

We have the honor to be, respectfully, your obedient servants,
L. W. POWELL,
BEN McCULLOCH,
Commissioners to Utah.

Hon. JOHN B. FLOYD,
Secretary of War, Washington, D. C.

Messrs. Powell and McCulloch to the Secretary of War.

GREAT SALT LAKE CITY, U. T.,

June 12, 1858.

DEAR SIR: We have the honor to report that we reached this city on the 7th instant. We lost no time in placing ourselves in communication with the chief men of the Mormon people. After the fullest and freest conference with them we are pleased to state that we have settled the unfortunate difficulties existing between the government of the United States and the people of Utah. We are informed by the people and chief men of the Territory that they will cheerfully yield obedience to the Constitution and laws of the United States. They consent that the civil officers of the Territory shall enter upon the discharge of their respective duties. They will make no resistance to the army of the United States in its march to the valley of Salt Lake or elsewhere. We have their assurance that no resistance will be made to the officers, civil or military, of the United States in the exercise of their various functions in the Territory of Utah.

The people have abandoned all the settlements north of this, and all the families have left this city, only about fifteen hundred persons remaining here to take charge of the property and to burn it if the difficulties had not been settled. The people from this city and north of it have gone south to Provo, fifty miles south of this and to points beyond.

We will visit Provo and the settlements south in a day or two, and see and confer with the people and inform them that the difficulties have been settled, and thus induce them to return to their homes. We have written to General Johnston by the messenger who will bear this, informing him of what has been done, and that he could march his army to the valley whenever he desired to do so. We intend to remain and visit the people and converse with them until General Johnston's army arrives. We think it important that we remain until the army is located in the valley. We have but a moment to write as the express will start in a few moments. We will in a few days forward a detailed report.

We have the honor to be, very respectfully, your obedient servants,

L. W. POWELL,

BEN McCULLOCH,

• Commissioners to Utah.

HON. JOHN B. FLOYD,

Secretary of War, Washington, D. C.

Messrs Powell and McCulloch to the Secretary of War.

GREAT SALT LAKE CITY, U. T.,

June 26, 1858.

DEAR SIR: In our hurried note of the 12th instant we had the honor to report that we reached this city on the 7th of this month,

and at once put ourselves in communication with the recognized leaders and chief men of the Mormon people.

When we arrived ex-Governor Young and other chief men of the Mormon church were at Provo, a city fifty miles south of this, to which place and to points beyond, the inhabitants of the settlements north of this and the larger portion of the people of this city had gone with their families and personal property.

On our arrival we made known to the people here the object of our mission.

On the evening of the 8th we were waited on by a committee of three gentlemen who informed us that it was the desire of the people of the Territory that we confer with ex-Governor Brigham Young concerning the difficulties between the United States government and the people of Utah, we informed the committee that we would with pleasure confer with ex-Governor Young and such others as the people of Utah should indicate as their representatives, at such time and place as was convenient to them.

On the evening of the 9th we were informed by the committee that they had made known to ex-Governor Young and others that we were ready to confer with them, and that ex-Governor Young and other chief men of the Mormon church would be in this city on the evening of the 10th, and that they would be ready for conference on the morning of the 11th, at 9 o'clock.

On the evening of the 10th ex-Governor Brigham Young, Heber C. Kimball, Lieutenant-Governor Wells, who constitute the first presidency of the church of Latter Day Saints, and several of the twelve and other chief men of the Mormon church, reached this city.

When advised of their arrival we addressed a note to ex-Governor Young informing him that we were ready to confer with him and such others as the people had indicated at such time and place as he might name, to which note we received a reply fixing the 11th, at 9 o'clock p. m., as the time, and the large room in the council-house in this city as the place for conference. On the evening of the 10th we had an interview with ex-Governor Brigham Young, Heber C. Kimball, and Lieutenant-Governor Wells, and explained to them the object of our visit. We met the three gentlemen last named and many other leading men of the Mormon people at the time and place named in ex-Governor Young's note.

We stated the object of our mission, and distinctly made known to them the views and intentions of the President concerning the people of Utah. We stated that we had no power to make any treaty or compact with them, the object of our mission was to make known to them the policy the President intended to pursue towards the people of Utah, and to induce them to submit quietly and peaceably to the authority of the United States.

We informed them that it was the determination of the President to see that the authority of the United States be maintained in Utah, and that the Constitution and laws of the nation should be enforced and executed in this Territory.

That the President would send the army of the United States to

the valley of Great Salt Lake in such numbers, at such times, and to such places in the valley or other parts of the Territory as he might think the public interests demanded, and retain it there as long as he should think the interest of the United States required him to do so; that such military posts would be established in the Territory of Utah and in the valley of Great Salt Lake as the Secretary of War should think necessary to protect the emigration to and from the Pacific, prevent Indian depredations, and to act as a *posse comitatus* to enforce the execution of civil process should it be necessary.

We stated that the object of the President in sending a portion of the army to Utah was to enforce the execution of the laws and protect the civil officers of the government in the exercise of the duties of their respective offices; that, in the event the inhabitants of the Territory quietly and peaceably submitted to the execution of the laws of the United States, and would peaceably receive the officers of the government appointed for Utah, and permit them, without resistance, to exercise the various functions pertaining to their respective offices, there would be no necessity for the army to be used to enforce obedience to the civil authority. If they should refuse to receive in a peaceable manner the officers of the government, or should in any way resist the execution of the laws of the United States within the Territory, the President would employ, if necessary, the entire military power of the nation to enforce unconditional submission and obedience to the Constitution and laws of the United States; if the civil officers of the Territory were peaceably received, and no resistance made to them in the discharge of their official duties, the army then in the Territory, or such portion of it as might hereafter be sent there, would only be used to protect emigrants and inhabitants from Indian depredations.

We informed them it was not the intention of the President in sending a portion of the army to the Territory to deprive the people of Utah of any of their rights, but to see that the authority of the United States was respected and the civil officers protected, and obedience yielded to the Constitution and laws, as enjoined by the President in his proclamation; should they quietly and peaceably submit to the authority and laws of their country, the army will be used as promptly to protect them in all their constitutional rights as it would be to compel obedience to the authority of the United States.

We called their attention to the proclamation of the President which had been distributed among them. We stated that the President, in order to avoid the effusion of blood and to cause them to return to their allegiance to our common country, had deputed us to make known to them the designs and intentions of the government and the policy that would be pursued towards the people of Utah, which we had now done. We stated that the President asked nothing of them but what it was their duty as good citizens to perform, and that we trusted our mission would result in the restoration of peace, quiet, and order in the Territory.

We stated that we wished a free conference with them and were ready to hear what they had to say. Ex-Governor Brigham Young,

Lieutenant-Governor Wells, Mr. Erastus Snow, Mr. Clements, and Major Hunt spoke. They expressed their gratification that the President had sent commissioners to Utah; they stated that they were attached to the Constitution and government of the United States; they spoke harshly of many of the officials who had held office in the Territory; they spoke of the wrongs and injuries heretofore done them; they said they desired to live in peace under the Constitution of the United States. They denied that they had ever driven any official from Utah, or prevented any civil officers entering the Territory; they admitted that they burnt the army trains and drove off the cattle from the army last fall, and for that act they accepted the President's pardon. All the charges that had been made against them, except the one last named, they denied.

After a session of several hours the conference adjourned until nine o'clock the next day; on the evening of the 11th, we had a lengthy conversation with ex-Governor Young, Heber C. Kimball and Lieutenant-Governor Wells, on matters touching our visit.

On the morning of the 12th, at 9 o'clock, we again met at the council house, a large number of citizens were present; Elder John Taylor, Colonel George A. Smith, General Furgison, and ex-Governor Young made speeches; they expressed attachment to the Constitution and government of the United States, said they desired to live in peace under the Constitution of the United States, spoke harshly of certain officials who had been in the Territory, denied all the charges that had been made against them, except burning the army trains, which they admitted. The general tone and sentiments expressed, were averse to the army coming to the valley of Salt Lake. We are pleased to state that the conference resulted in their agreeing to receive quietly and peaceably all the civil officers of the government, and not to resist them in the execution of the duties of their offices, to yield obedience to the authority and laws of the United States. That they would offer no resistance to the army; that the officers of the army would not be resisted or molested in the execution of their orders within the Territory; in short, they agreed that the officers civil and military of the United States, should enter the Territory without resistance, and exercise peaceably and unmolested all the functions of their various offices. At the close of the conference, we made a short address to a large audience, expressing our gratification that the people of Utah had agreed to submit peaceably and amicably to the authority of the United States, and we assured them that whilst they acknowledged the authority of the United States, and were obedient to the Constitution and laws of the country, they would be protected by the government in all their constitutional rights. That the army which would in a few days be in the valley of Great Salt Lake, would not molest or injure any peaceable citizen, in person or property. We announced to the people that they could return to their homes without danger of interruption from the army. All present appeared gratified at the result of the conference. On the evening of the 12th instant, we despatched a messenger to Brevet Brigadier General Johnston, in-

forming him that the people of this Territory had agreed to submit peaceably to the authority of the government, and suggesting that he issue a proclamation to the people of Utah, and march to the valley at his earliest convenience. General Johnston replied to our note on the 14th instant, and enclosed us his proclamation to the people of Utah. We send enclosed with this a copy of our note to General Johnston, and copies of his reply and proclamation. It was the intention of the people, if a peaceable adjustment had not been made, to have burned their houses, destroyed the growing crops, and retreated to the mountains on the approach of the army. With this view they had removed their women and children, and their household and personal property from this city and the settlements north of it, to the southern part of the territory, and had stored large quantities of grain and provision in the mountains.

On the evening of the 16th instant we addressed a large crowd of the people at Provo, and on the evening of the 17th we addressed the people at Lehi. They seemed pleased that peace had been restored in the Territory.

It is to be hoped that peace, order and quiet may hereafter prevail in this Territory, and that the people of Utah may ever be loyal, true and faithful to the Constitution and flag of the Union.

His excellency Governor Cumming was present at most of our conferences and heartily co-operated with us in carrying out the object of our mission.

Brevet Brigadier General Johnston, commanding the army at Utah, cordially co-operated with us in our efforts to carry out the wishes of the President.

The governor, secretary of state, chief justice, marshal, superintendent of Indian affairs and postmaster are in the Territory, and have entered upon the duties of their respective offices. The special justices have not yet reached the Territory. Brevet Brigadier General Johnston with the army under his command reached the valley of Great Salt Lake this morning, and will to-day, march through this city and encamp just beyond its limits. The general will in a few days select the locations for his permanent posts; peace and quiet prevail in the Territory. We will set out for Washington in a few days.

We have the honor to be very respectfully, your obedient servants,

GEORGE W. POWELL,

BEN McCULLOCH,

Commissioners to Utah.

Hon. JOHN B. FLOYD,

Secretary of War, Washington, D. C.

Messrs. Powell and McCulloch to the Secretary of War.

GREAT SALT LAKE CITY, U. T., July 3, 1858.

DEAR SIR: On the 26th of last month General Johnston marched the army under his command through this city, and encamped on the banks of the River Jordan, just without the limits of the city.

The army remained encamped on the Jordan for two days. Wood and grass being scarce, the general moved twelve or fifteen miles west, near the foot of the mountains, where wood and grass were more abundant; at which place the troops will probably remain until the general selects the place for a permanent post.

The general has examined Zovile, Rush, and Cedar valleys, but has not fully determined the location of his permanent post. The great difficulty in selecting a location for a permanent post will be in finding a place that affords wood, water, and grass. All the wood used in Great Salt Lake City is hauled from the cañon, a distance of sixteen or eighteen miles, and grass is scarce in the immediate vicinity of the city.

In going from Fort Bridger to Great Salt Lake City, in Echo cañon and other places, we observed the defences constructed by the Mormons, to resist the approach of the army to the valley of Great Salt Lake. A short time before we passed, the forces had been withdrawn from Echo cañon. We were informed by the Mormons that at one time during the winter they had an army of two thousand two hundred men stationed at and near Echo cañon. For the first four or five days after we arrived at Great Salt Lake City, about night fall, the drums were regularly beat and guard mounted.

Two or three Mormons, who had refused to obey the order to go south, informed us that, during the first week we were there, they had been notified that unless they went as they had been previously ordered, the military would turn them out of their houses. We understood that a small guard was left at each of the settlements from which the families had been removed. If any military organization exists among them at this time we are not advised. In the conference held on the 11th and 12th last month, ex-Governor Young and others declared that it was their intention to remain in Utah, and that it was their desire to live peaceably under the Constitution and government of the United States.

We were informed by various (discontented) Mormons who had lived in the settlements north of Provo, that they had been forced to leave their homes and go to the southern part of the Territory; that they desired to remain at their residences, and would have done so had they not been threatened with forcible ejection. We were also informed that at least one-third of the persons who had removed from their homes were compelled to do so. We were told that many were dissatisfied with the Mormon Church, and would leave it whenever they could with safety to themselves.

We are of opinion that the leaders of the Mormon Church congregated the people in order to exercise more immediate control over them, and thus prevent their secession from the church.

We deemed it advisable that such of the people as desired to dissolve their connexion with the church should have every opportunity to do so; we therefore advised them to return to their homes, and informed them that the government would protect them in the enjoyment of their farms and houses, and that the church had no right to control or interfere with them.

We feel assured that if the people once return to their homes, and

a government is maintained in Utah with force sufficient to protect them, the leaders of the Mormons will never be able to cause them to leave their homes and congregate them as they have heretofore done.

If the masses return to their residences they will be removed from the immediate presence of their chief leaders, and the influence of the priesthood over them will be greatly diminished, and those who desire to leave the church or Territory will have an opportunity of doing so.

It is strikingly evident that the priesthood exercise very great control over the masses, and their polity manifestly tends to the centralization of wealth, and both ecclesiastical and temporal power in the church. Ex-Governor Brigham Young, Heber C. Kimball, and other chief men of the Mormons, have returned with their families to this city. The residents of this city and of the settlements north of it are returning to their homes.

Great contrariety of opinion exists in Utah as to the number of people in the Territory, and the force the Mormons were able to bring to the field. From the best information we were able to obtain, we do not believe the population exceeds forty or fifty thousand, about one-half of whom are of foreign birth, and that they could not bring into the field an army of over seven thousand men, about one thousand of whom are fine horsemen, accustomed to the use of fire-arms, and are excellent materials for soldiers. The remainder are industrious, hard-working citizens—mechanics, gardeners, and farmers; a very large number of them Europeans, not much accustomed to the use of fire-arms, and would not be efficient as soldiers unless subjected to training in a regular army. We made inquiry of many of the most intelligent citizens of Utah as to the quality of wheat, potatoes, corn, cattle, &c., annually grown, with a view of ascertaining the amount of supplies that could be purchased within the Territory for the use of the army. They were unable to say whether the army could rely upon the people of Utah for any supplies, owing to the uncertainty of their crops. We therefore consider it fortunate that ample supplies are being forwarded to the valley of Great Salt Lake to sustain the troops that will be required in the Territory.

We are firmly impressed with the belief that the presence of the army here, and the large additional force that had been ordered to this Territory, were the chief inducements that caused the Mormons to abandon the idea of resisting the authority of the United States. A less decisive policy would probably have resulted in a long, bloody, and expensive war.

Since the arrival of the army in the valley the apprehensions of many of the people here that the army would not respect their persons and property have greatly diminished. The Mormons express their gratification at the admirable order observed by the army since it reached the valley of Great Salt Lake.

If the people of Utah sincerely wish to live in peace and quiet under the Constitution and laws of our country, it is apparent that they would desire a portion of the army to be located in the Territory. It would protect them from Indian depredations, and afford them a market for their surplus products.

As soon as the minds of the masses are disabused as to the intention and object of the government in sending a portion of the army to Utah, and they learn that the army will be used to protect, and not injure, all true, loyal, and patriotic citizens will rejoice that a portion of the army is in their midst, and its presence will only be offensive to such as are wanting in patriotism and allegiance to the country.

It affords us pleasure to state that the admirable conduct of the "army of Utah" (officers and men) has been such as to merit the commendation of all who have observed the courage, patience, and gallantry displayed in surmounting the many difficulties by which they were surrounded during the past winter.

Brevet Brigadier General Johnston has continued cordially to co-operate with us in carrying out the wishes of the President. He has discharged the important and delicate duties intrusted to him with eminent prudence and distinguished ability.

In our report of the 26th ultimo we gave a concise statement of the proceedings of the conference held in this city on the 11th and 12th of the month, to which we respectfully refer.

So far as we are advised peace and order prevail throughout the Territory.

We have the honor to be, your obedient servants,

L. W. POWELL,
BEN McCULLOCH,

Commissioners to Utah.

Hon. JOHN B. FLOYD,
Secretary of War, Washington.

Messrs. Powell and McCulloch to the Secretary of War.

WASHINGTON, D. C., August 24, 1858.

DEAR SIR: We have enclosed herewith a copy of a paper containing a concise statement of what was said in the conference held in Great Salt Lake City on the 11th and 12th of June last, which is certified by ex-Governor Brigham Young, as correct.

We have the honor to be, very respectfully, your obedient servants

L. W. POWELL,
BEN McCULLOCH,

Commissioners to Utah.

Hon. JOHN B. FLOYD,
Secretary of War, Washington, D. C.

In the conference held in Great Salt Lake City, on the 11th and 12th of June, 1858, L. W. Powell and Ben McCulloch, commissioners to Utah, and ex-Governor Brigham Young and others, touching difficulties between the United States government and the people of the Territory of Utah, Governor Powell in behalf of the commissioners, said in substance, as follows:

He stated the object of the mission, and distinctly made known the views and intentions of the President concerning the people of Utah. He stated that the commissioners had no power to make any

treaty or compact with them. The object of the mission was to make known to the people of Utah the policy the President intended to pursue towards them, and to induce them to submit quietly and peaceably to the authority of the United States.

He stated that it was the determination of the President to see that the authority of the United States be maintained in Utah, and that the Constitution and laws of the nation should be enforced and executed in this Territory; that the President would send the army of the United States to the valley of Great Salt Lake, in such numbers, at such times, and to such places in the valley or other parts of the Territory, as he might think the public interest demanded, and retain it there as long as he should think the interest of the United States required him to do so.

That such military posts would be established in the Territory of Utah, and in the valley of Great Salt Lake as the Secretary of War should think necessary to protect the emigration to and from the Pacific, prevent Indian depredations and to act as a *posse comitatus* to enforce the execution of civil process should it be necessary. He said that the object of the President in sending a portion of the army to Utah, was to enforce the execution of the laws, and protect the civil officers of the government in the exercise of the duties of their offices, that in the event the inhabitants of the Territory quietly and peaceably submitted to the execution of the laws of the United States, and would peaceably receive the officers of the government appointed for Utah, and permit them without resistance to exercise the various functions pertaining to their respective offices, there would be no necessity for the army to be used to enforce obedience to the civil authority. If they should refuse to receive in a peaceable manner the officers of the government, or should in any way resist the execution of the laws of the United States within the Territory, the President would employ if necessary the entire military power of the nation to enforce unconditional submission and obedience to the Constitution and laws of the United States.

If the civil officers of the Territory were peaceably received and no resistance made to them in the discharge of their official duties, the army then in the Territory, or such portion of it as might hereafter be sent there, would only be used to protect emigrants and inhabitants from Indian depredations.

We stated that it was not the intention of the President, in sending a portion of the army to the Territory to deprive the people of Utah of any of their constitutional rights, but to see that the authority of the United States was respected, the civil officers protected and obedience yielded to the Constitution and laws, as enjoined by the President in his proclamation; should they quietly and peaceably submit to the authority and laws of this country, the army would be used as promptly to protect them in all their constitutional rights as it would be to compel obedience to the authority of the United States.

We called their attention to the proclamation of the President which had been distributed among them.

We stated that the President, in order to avoid the effusion of blood, and to cause them to return to their allegiance to our common

country, had deputed the commissioners to make known to them the designs and intentions of the government, and the policy that would be pursued towards the people of Utah, which we had now done. We stated that the President asked nothing of them but what it was their duty as good citizens to perform, and that we trusted our mission would result in the restoration of peace, quiet, and order in the Territory.

We further stated that the commissioners had no power to give an order to the army, but that we had conferred with General Johnston, and that his army would not march to the valley of Great Salt Lake until he received information from us; that we did not know where General Johnston would make his permanent posts when he arrived in the valley of Salt Lake. General Johnston, however, told us that it was not his intention to station his army in or very near one of their large cities; that such a location would be calculated to demoralize the army; that he wished to make his permanent posts where wood, water, and grass were abundant. Governor Young expressed a desire that the commissioners would investigate certain charges that had been made against the people of Utah, to wit: as to whether the Mormons had killed Lieutenant Gunnison's party and Colonel Babbit, and burned the records and library of the federal court, and the truth of the charges made by Judge Drummond and others. The commissioners declined to go into the investigation desired for the reason that such an investigation was not within their instructions, and that it was impossible for them to do so if they desired it, for want of evidence and time.

Ex-Governor Young and others state that they were, and had ever been attached to the Constitution and government of the United States, and desired to live in peace and quiet under the government; they denied all the charges that had been made against them, except the burning of the army trains and driving off the cattle from the army last fall; that they admitted, and for that they accepted the President's pardon; they claimed that they were more ardently attached to the Constitution of the United States than others who made charges against them. Upon the President's views and intentions being made known, as set forth herein, it was agreed that the officers, civil and military, of the United States should peaceably and without resistance enter the Territory of Utah, and discharge, unmolested, *all their official duties.*

GREAT SALT LAKE CITY, July 3, 1858.

I have examined the foregoing statement of the substance of what was said in the conference held at Great Salt Lake City, Utah Territory, on the 11th and 12th of June, 1858, by Governor Powell and Ben McCulloch, commissioners to Utah, and ex-Governor Young and others, touching the difficulties that existed between the United States government and the people of Utah; the statement in writing examined by me is contained in six pages, hereto attached, and is, in substance a correct synoptical statement of what was said in said conference; the above is correct as far as I can recollect at present.

BRIGHAM YOUNG.

REPORT FROM THE OFFICE OF EXPLORATIONS AND SURVEYS.

WAR DEPARTMENT, OFFICE EXPLORATIONS AND SURVEYS,
Washington, November 20, 1858.

SIR: I submit the following annual report upon the operations of the department carried on under this office.

I. —THE EXPERIMENT OF SINKING ARTESIAN WELLS UPON THE PUBLIC LANDS.

In my last annual report to the department (November 30, 1857.) it was stated that the expedition to continue the experiment of sinking artesian wells upon the public lands, assigned by the department to Captain John Pope, Topographical Engineers, under instructions of May 5, arrived at the former camp on the Pecos on the 2d of September, 1857, and resumed work upon the well which had been bored to the depth of eight hundred and sixty-one feet the previous year.

The operations at this point were carried on for a year, when they were terminated by authority of the department, it having been considered that they had demonstrated that, with any reasonable amount of expenditure, artesian wells on the Llano Estacado, and plains of similar formation and position, are impracticable. The depth attained was one thousand and fifty feet.

The work was continued during the winter, which, from its unusual severity, increased the labors and hardships of the party, exposed, as it was, in tents on the bleak plain. The difficulties encountered were far greater than had been anticipated by Captain Pope, but were constantly met with skill, zeal, and perseverance.

The impracticability of carrying the boring to a greater depth with the means provided, is attributable to the incoherent nature of the soft sandstones, marls, and clays, which, throughout the whole depth of the well, fell in and packed so firmly around the tubing, that, in forcing it down, the threads of the connecting screws were stripped off, and the tubes themselves split and crushed. From the same cause, when it became necessary to withdraw the tubes upon the accidental loss in the well of the heavy iron rod connected with the cutting tools, and subsequently of the slips holding the cutters, long delays occurred; and in one of these cases the well could only be cleared by boring and spearing up a part of the tubing. Near the bottom of the well thin seams of hard limestone were met, the jagged edges of which cut the wooden rods in two, and bent the iron rods so that they speedily became worthless.

The water used in the boiler of the engine contained material in suspension that formed in six days a hard incrustation half an inch thick, which could only be removed by chiseling. The fine sand in suspension cut away the valves, and the acids in solution rapidly destroyed the boiler and other iron work. Much time was thus lost, and new machinery could not be obtained nearer than New Orleans.

Such, in brief, were the obstacles encountered in sinking the well

to the depth of one thousand and fifty feet; beyond that depth it could not be carried.

Captain Pope expresses the belief that wells might be bored to a much greater depth on the Llano by using heavy cast iron tubes of large diameter, and suitable driving apparatus, but that the cost of transporting this heavy material would preclude its use. Upon this I can express no opinion, as the dimensions, weight, &c., of this tubing are not stated.

The reports received from Captain Pope do not specify how many new supplies of water were met during the last operations. One new supply, described as a strong stream pouring into the well, is marked on the diagram as entering it two hundred feet below the lowest water previously encountered (in 1856,) which, coming from a source six hundred and seventy-six feet below, rose to within one hundred and ten feet of the surface. As it is not stated that the water from this new supply rose higher in the well than during the previous year, it is presumed that it did not. In Captain Pope's letter of the 4th of June, 1858, mention is made of powerful streams of water pouring into the well without rising to the surface. This would indicate that they find vent at lower levels than that of the surface of the Llano at the well, and would lead us to apprehend the same result for streams that might be encountered at greater depths, and to doubt whether the water would flow out at the surface even if the boring were carried to the depth originally intended. Captain Pope does not appear to entertain any such doubt, but, on the contrary, explicitly states in his report of the 22d of August last, that his opinions about the certainty of getting water to overflow at the surface are unchanged.

The suggestions of Captain Pope, in his report of the 4th of June, that the work upon the well near the Pecos should be discontinued, and the next experiment be made upon or near the route between Anton Chico and Albuquerque, were approved by the department, and instructions to that effect were sent him on the 10th of July. At the date of his last communication (September 28) the party had arrived at Galisteo, and commenced the experiment on the plain between Anton Chico and Albuquerque, at the intersection of the road between those two places with the road from Santa Fe to Fort Stanton.

In order to exhibit the nature and extent of the operations of Captain Pope, I submit herewith copies of his instructions and reports of progress. It is only by their perusal that his labors can be properly appreciated.

II.—EXPLORATION OF THE RIO COLORADO OF THE WEST.

The expedition for the exploration of the Rio Colorado of the West, commanded by First Lieutenant J. C. Ives, Topographical Engineers, has completed its field operations. Lieutenant Ives returned to Washington in August, and is now employed in preparing the report and maps. I submit herewith a communication from him, showing briefly a portion of the results of the expedition.

In the last annual report it was stated that the expedition was at

San Francisco, *en route* for the field. The supplies and property of the party, and also the materials for constructing a small iron steamboat, were sent from San Francisco to the mouth of the Colorado in one of the government vessels. They arrived there on the 2d of December. Under serious disadvantages the steamboat was put together, and on the 31st of December the ascent of the river was commenced. On the 11th of March a point was reached nearly five hundred miles from the mouth, (in lat. $36^{\circ} 06'$.) beyond which it was impracticable to proceed in boats. It was intended that the examination of the river should be made in the season of low water, and during the progress of the party the river proved to be lower than had ever been known. In this worst stage the navigation was found to be difficult, but is pronounced entirely practicable, for the distance stated, for steamboats of suitable construction and of but two feet draught. The trip from the mouth to the head of navigation will require from ten to twenty days, and the round trip from three to six weeks. There is an abundance of wood for fuel on the river.

From the head of navigation to the nearest point on the Spanish trail, or Mormon road to Utah, the distance is forty miles; about one hundred miles to the point where that road crosses the Muddy river, a tributary of the Virgin; two hundred and twenty miles to the first Mormon settlement in the Great Salt Lake basin, and five hundred miles to the Great Salt Lake.

The head of navigation is about seventy miles above the Mojave valley.

Examinations should be made for a better route between the head of navigation and the Virgin, since, for the space of sixty miles before reaching the Muddy river, no water is found on the Mormon road.

By using the Colorado as a channel for forwarding supplies, there would be a saving in land transportation to Salt Lake of seven hundred miles; to Fort Defiance of six hundred miles, and to Fort Buchanan of eleven hundred miles.

The chains of mountains that cross the navigable portion of the Colorado were found, like those of California and Sonora, to possess great mineral wealth. Rich deposits of silver, copper, and lead were observed, and a great abundance of iron; but gold and mercury only in small quantities.

After the completion of the reconnaissance of the river, explorations were conducted by land along the 36th parallel, on the plateau region through which the upper Colorado and its tributaries cañon, the greater part of which was entirely unknown. Extending over a space of four degrees of longitude, these plateaus were found cut into immense chasms, thousands of feet deep, forming intricate systems of abysses many miles in width, and utterly impassable. Through these chasms the streams just mentioned ran, and, wherever seen, foamed and surged with the rapidity of their descent.

Near the eastern border of the table lands, which extend from the Colorado to the mountains of the Sierra Madre, the Moquis towns are found. They were visited by the expedition, which arrived at Albuquerque about the 1st of June, and was there broken up.

The region explored is pronounced to be of little agricultural value. Cretaceous coal was found near the Moquis towns.

The examinations of Lieutenant Ives confirm the opinion of Captain Whipple as to the railroad practicability of the line from the Big Sandy to the Colorado river, which is shorter than the line down Bill Williams' Fork by ninety miles, and less costly by six million dollars. The changes effected by the adoption of this line, in the length and cost of the whole route, will be found on pages 36 and 37 of the conclusion of the official review, volume VII of the Pacific Railroad Report. This is the only modification of the railroad route of the 35th parallel introduced by the explorations of Lieutenant Ives and the examinations made by Mr. Beale when opening the wagon road from Fort Defiance to the Colorado river.

The explorations conducted by Lieutenant Ives were attended by circumstances of more than ordinary difficulty, and the successful execution of the duties assigned to him is highly creditable to himself and party.

III.—EXPLORATIONS IN NEBRASKA.

The return, in November last, of the expedition commanded by Lieutenant G. K. Warren, Topographical Engineers, after the successful execution of the duties intrusted to him of reconnaissance and exploration in Nebraska, has been already reported. The maps have been completed, all the necessary calculations of the astronomical and barometrical observations made, and the reports in relation to the different objects of the expedition are in an advanced state.

The principal objects of the expedition were to ascertain the best route by which to continue to the South Pass the military road now constructing from the Mississippi river to Sioux City, on the Missouri, and to examine in this connexion the valley of the Loup Fork of the Platte, and that of the Niobrara, and to make such reconnaissance of the Black Hills about the sources of the Big Shynenne as circumstances would permit, to determine their character, especially with reference to the future military operations that may be carried on in this Territory. In accomplishing these objects, the expedition would obtain information of the character and resources of the country, its adaptability to settlement and cultivation, and would develop its geography and geology along the routes pursued, nearly all of which were previously unexplored by white men.

The preliminary report of Lieutenant Warren is herewith presented. The routes reconnoitred and mapped in 1857 are from Sioux City to the mouth of Loup Fork; thence up this stream to its source in the Sand Hills; and thence by the Niobrara to Fort Laramie. From this point the party proceeded north and carefully examined the Black Hills, and, returning to the Niobrara, explored this stream to its junction with the Missouri; and also a route from the mouth of Turtle Hill river to Fort Randall. Finally, the road from Fort Randall to Sioux City was surveyed.

With the report on these routes Lieutenant Warren combines that

of the routes examined by him in 1856, under orders from General Harney, of which examinations no report has heretofore been presented.

In that year he made a careful reconnaissance of the Missouri river from the southern boundary of Nebraska to a point sixty miles above the mouth of the Yellowstone, and of this latter stream to Powder river.

The routes explored, including those of 1858, (of which a report has been rendered and printed,) all lie east of the 106th meridian. They lead once through the Sand Hills north and south, and twice east and west, almost around the Black Hills, and through the valleys of the following rivers, viz: the Platte, Loup Fork, Niobrara, White Earth, Big Shyenne, Missouri, Yellowstone, and James rivers.

The accompanying report of Lieutenant Warren is divided as follows:

Part 1 is a statement of the routes pursued and main incidents which affected their direction and extent, and in connexion with this are given the objections urged by the Dakotas against the passage of the expedition through the Territory. This may prove valuable to any white men that may travel there.

Part 2 contains a general description of the surface of Nebraska; an account of the general structure of the country; its principal geological formations and the character of the soil; and its adaptability in different parts to settlement.

It confirms the statements heretofore made by explorers in other portions of the western prairies of the generally sterile character of the lands west of the 99th meridian, attributable to the absence of fertile elements in the soil in large tracts, like the Sand Hill region, and to the want of timely rains.

The section in the mountains bordering these plains on the west is described as containing small fertile valleys, with streams of water and an abundance of building material, both of stone and wood, and an ample supply of the latter for fuel. The opinion is expressed that this section will be overspread by considerable settlements.

Part 3 contains a general description of the rivers and routes through the Territory, with a discussion of the question as to the best route by which to supply Fort Laramie and the interior. The conclusions arrived at in regard to this last question are, that the route up the Loup Fork is impracticable, and, besides, is less direct than the Platte route; that the route along the Niobrara is barely practicable for wagons, and that the difficulties to be met with on the road, together with the increased river transportation of the route, render it less favorable than that up the Platte, whether the starting point be Omaha City or Nebraska City; that a road from Sioux City to Fort Laramie, along the Niobrara, would only be about forty miles shorter than a road proceeding from the same point direct to the Platte, at the mouth of Loup Fork, and thence along the Platte route to Fort Laramie; that the shorter length of the Niobrara route is more than counterbalanced by the great difficulties on that route, and therefore the route along the Platte is the better of the two;

that the route from the mouth of White river west to Fort Laramie is probably practicable, and superior to that along the Niobrara; that the route from Fort Pierre to Fort Laramie is likewise superior to the Niobrara route, but that the increased river transportation and absence of settlements along this part of the Missouri river render these routes at present inferior to those of the Platte valley; that above Fort Pierre, on the navigable part of the Missouri river, there are no routes leading from it to Fort Laramie or the South Pass that are as advantageous as those enumerated. It is further concluded that of all the routes explored the Platte valley is the best adapted for locating a railroad to connect the settlements to be formed in the mountains with those along the Missouri river; and that, as a national route for a Pacific railroad, leading to the South Pass or to Bridger's Pass, it is superior to any other in this latitude. These conclusions appear to be fully sustained by the facts advanced in their support.

The 4th part of the report treats of the Indian tribes, their number, location, &c. An approximate estimate of their strength is made, and routes by which to operate against them, in the event of hostilities, are discussed. Almost every part of the country examined is practicable for the operations of cavalry; and routes practicable for the wagons of a military expedition can generally be found, even in the Black Hills, to such points as would be used as depots from which supplies for brief periods could be furnished for military movements.

The 5th part of Lieutenant Warren's report is a brief statement of the meteorological phenomena of the country, as observed during the explorations; the most prominent facts respecting which are the extreme variableness of the phenomena of moisture and temperature—facts which confirm previous statements in regard to them.

The report contains a catalogue of the fossils collected, with the localities of the specimens, and similar lists of the plants and the collections in the different departments of zoology. All these collections were made without interfering with the more immediate, practical objects of the explorations, and reflect credit on the labors of Lieutenant Warren and his assistants. These collections are esteemed to be of high scientific value; and among the discoveries due to the labors of the expedition are the discovery of the Potsdam sandstone, the oldest of the fossiliferous rocks, in the Black Hills, the first positive proof of the existence in America of the formation corresponding to the Jurassic of Europe, and the discovery on the Niobrara of a new formation of the pliocene tertiary, containing the remains of an extinct fauna resembling that now inhabiting Asia, from which at least thirty-two distinct species of vertebrates have been described by Professor Leidy. The principal of these results have been published, by permission of the department, in the proceedings of the Academy of Natural Sciences of Philadelphia. Accompanying one of these papers, prepared by Dr. Hayden, is a small geological map of Nebraska.

A military map of Nebraska and Dakota, on a scale of 1:100,000, prepared by Lieutenant Warren, and ordered to be engraved by the Senate at its last session, is now ready for publication.

The completion of the exploration of the interior of Nebraska, about the sources of the Yellowstone, Lieutenant Warren thinks could be most advantageously and economically made by an expedition organized to remain at least two years in the field, and the cost of this he estimates at \$60,000. This exploration has been a favorite object with him, and his previous experience, and his knowledge of the Indians and character of the country, would enable him to accomplish the work with economy.

The highly creditable manner in which the explorations heretofore intrusted to him have been conducted, under many embarrassments, difficulties, and dangers, prove him to be peculiarly well qualified for the task.

A detailed plan for the execution of the work will be found in the report.

IV.—THE MILITARY ROAD FROM FORT BENTON TO FORT WALLA-WALLA.

The opening of the military road from Fort Benton, on the Missouri river, to Fort Walla-Walla, on the Columbia river, for which there was an appropriation of \$30,000, was assigned to Lieutenant John Mullan, 2d artillery, on the 12th of last March. On the 25th of May Lieutenant Mullan had organized his working party and left Fort Dalles, on the Columbia river, for Fort Walla-Walla, when intelligence was received by him of the commencement of hostilities by the Indian tribes occupying the regions through which the route he was about to open passes. The party was accordingly disbanded, and Lieutenant Mullan joined Colonel Wright's command, as topographical officer, and in that capacity, and in command of a party of friendly Indians, participated in the campaign upon the Spokane plains. The appropriation was entirely inadequate to the object for which it was designed, and to open a road of similar permanency of character with the military roads in the United States Territories would require a very much larger sum. No estimate of this has been made, but it may be assumed that it will not be less than the amounts expended on equal lengths of route on the wagon roads to the Pacific in other latitudes, for which appropriations have been made.

V.—OFFICE WORK.

In addition to supplying the general map of the United States Territories for military purposes, special maps of the theatres of operations have been furnished to the troops engaged in the field. Maps of each of the military departments are being prepared. Upon the general map of the United States Territories west of the Mississippi, Lieutenant Warren has laid down the approximate boundaries of the various Indian tribes that occupy the country. Copies of this, printed in colors, so as to exhibit the location of each tribe, showing also the limits of the military departments, and positions of the military posts, will, it is believed, be found useful to the War Department and the army, and will materially aid those not familiar with

this region, in comprehending the nature and extent of the military operations necessary to control the Indian tribes.

In preparing this map, besides the information possessed in this office, much that was valuable was obtained from the Indian Bureau and United States Land Office, particularly in regard to the location of the Indian reserves. The attempt to define the boundaries of these Indian tribes is a difficult task, as they are not well established among themselves; and those that are friendly to each other, though using different languages, often mingle to such an extent as to have a common country; as for instance the Crees, Chippewas, and Assiniboins. It is for this reason, probably, that no map of this kind has ever before been produced.

Upon returning to Washington, in December last, Lieutenant Warren resumed charge of the preparation of the maps, &c., compiling in this office, in addition to the duties connected with his own explorations. He has completed his report upon the general map, which forms a part of the Pacific Railroad Report, and will be published with it.

Lieutenant Abbot, in addition to conducting certain surveys and investigations upon the delta of the Mississippi, under my general direction; and preparing the results, has likewise aided in the duties of this office, and both these officers have, in turn, taken charge of it during my absence.

The appropriation for marking the southern boundary of Kansas directed that copies of the plats of the line should be furnished to the Secretary of the Interior and the Secretary of the Territory of Kansas.

Copies of four of the seven sheets of the map of the boundary, as marked by Lieutenant Colonel Johnston, 1st cavalry, have been prepared for this purpose, and those of the remaining three will probably be finished by the 1st of January. They have been copied by Mr. A. Schimmelfennig, who in this instance has, for the first time in this country, successfully applied the photographic process to copying maps on so large a scale.

VL.—EXPLORATIONS PROPOSED.

The fields of exploration proposed for the next season are, those in Nebraska, before mentioned; the region along the San Juan to its junction with the Rio Colorado of the West, and along the Spanish trail from that river to Abiqui; the route across the Sierra Nevada to Carson's river, to ascertain its railroad practicability; and the upper Columbia river, to ascertain its navigability. These, with the topographical examinations made by officers with the various military commands, will usefully expend the amount appropriated for military surveys and reconnaissances and geographical explorations.

Very respectfully, your obedient servant,

A. A. HUMPHREYS,

Captain Topographical Engineers, in charge.

Hon. JOHN B. FLOYD,

Secretary of War.

ANNUAL REPORT OF OPERATIONS UPON THE EXTENSION OF THE UNITED STATES CAPITOL, THE NEW DOME, AND THE CONTINUATION OF THE POST OFFICE BUILDING DURING THE YEAR ENDING SEPTEMBER 30, 1858.

OFFICE OF THE EXTENSION OF THE CAPITOL,
Washington, November 15, 1858.

SIR: I have the honor to report the progress during the past year of the works of the extension of the Capitol.

A few days after the date of my last annual report I had the honor to inform you that the new hall of representatives was completed and ready for use. Some delay in occupying it was caused, I believe, by the apprehension of members that the walls were not dry enough for health; but a special committee having been instructed to examine the hall, made the following report on the 14th December:

"The special committee to examine into and report on the condition of the new hall of representatives in the south wing of the Capitol, and when it will be safe to occupy it, respectfully report:

"That they visited and inspected the hall on the morning of the 12th instant. Some of the members of the committee had supposed that, the room having been lately finished, the walls must necessarily be damp. But on consulting with the superintendent, Captain M. C. Meigs, of the Corps of Engineers, they were informed that the walls of the chamber had been built for two or three years, and the interior walls supporting the galleries, and the walls under the floor for several months; that they were all laid in brick and cement, which dries much more rapidly than common lime mortar. There was no appearance of dampness about the room or walls, excepting where the first plastering, having been injured in putting up the door-frames, had been removed and replaced, to a small extent, by fresh plaster, which of itself had been upon the walls for some two weeks.

"A hygrometer above the Speaker's desk indicated a dry atmosphere; and, so far as the committee could judge from their own sensations, the air in the room was as dry as that of any ordinary apartment. They found the room warm, well lighted, and ventilated by a supply of air, which they are assured by Captain Meigs, the superintendent, was flowing through the room at the rate of not less than eleven thousand five hundred feet per minute, as determined by observations at the inlet passages by a delicate anemometer. The temperature had been designedly raised rather higher than was agreeable, in order, by driving through the room a large quantity of air at a high temperature, to raise that of the large body of masonry in the flues under the floor, which had been chilled by the cold weather immediately preceding the meeting of Congress and the completion of the heating apparatus.

"The two fans—one of which is intended to drive air through the large coil of steam pipes provided for heating the House of Representatives, and the other through the numerous coils arranged in different

parts of the cellars to supply heat to the committee rooms, lobbies, and corridors of the building—are not yet completed. But as the air, warmed by the steam coils, rises into the rooms in sufficient quantity, in consequence of the difference in specific gravity of heated and cold air, the heating and ventilation of these rooms were found to be in a very satisfactory state, the only fault to be found with them being that they were, perhaps, too warm. This heat, however, is under perfect control, and can be increased or diminished at pleasure.

“The supply of air to the representatives’ chamber, at the time of the committee’s visit, has already been stated at eleven thousand five hundred feet per minute, by actual measurement. They were informed that the fan which is being built for the supply of the hall, will be capable of supplying one hundred thousand cubic feet per minute—a quantity sufficient to change entirely the air contained in the hall every five minutes; the cubic contents of the hall and galleries being four hundred and sixty-five thousand cubic feet.

“The members’ retiring room, the Speaker’s room, the Clerk’s rooms, the room for the Sergeant-at-Arms, the current document rooms, the cloak and hat and wash rooms are conveniently arranged near the hall, and are ready to be furnished and occupied.

“The south lobby and the private stairs are so arranged as to admit of cutting off all the above rooms from the admission of strangers, and reserving them for the sole use of the House; and this the committee recommend to be done by order of the House.

“For the official reporters of the House a convenient desk, immediately under the Clerk’s desk, is provided, and for the accommodation of the reporters of the public press there is ample room in the gallery immediately over the Speaker’s chair and east of the railing. The committee recommend that this part of the gallery and the room immediately behind it in the third story be set apart for their use, and provided with desks and conveniences for taking and writing out their notes. The telegraphic wires should also be introduced into this room, so as to permit the transmission of intelligence direct from the reporters to the distant press. By this means the report of an hour’s speech might be completely set up in New York within fifteen minutes after its delivery.

“The corridors leading to the hall are dry and comfortable. In some of them the tile floors are not yet laid, but there is no reason for waiting until this is done. The floors are of brick and can remain in their present condition until the termination of the session, the tiles in the meantime being stored in the cellar.

“For the present the committees and the officers of Congress whom it may not be convenient to accommodate can remain in the old building, to which there will be convenient access through a covered passage leading from the new directly to the old hall, which it will enter by the window-door behind the Speaker’s chair.

“The committee made some trial of the acoustic qualities of the room. They found very little reverberation—so little as not to interfere with distinctness of hearing; and ascertained by trial that not only could all that was said at the Speaker’s desk be heard on all

parts of the floor and galleries, but that the voice from each member's desk or from any part of the galleries could be easily made audible in all parts of the room, without raising it above the tone required in speaking across a table.

"There may be some little inconvenience and interruption of work upon unfinished parts of the building outside of the hall, but the hall itself is completely ready for the use of the House; and, in view of the great advantages in the comfort, convenience, and health of the members; the great improvement in the transaction of the legislative business, from the perfect acoustic qualities of the room insuring to every member, wherever his seat may be, the ability to be heard and understood when he may address the House; and in view of the fact that the immense expenditure of the Capitol extension has been incurred solely for the purpose of providing such rooms for the deliberations of Congress, they cannot hesitate to recommend that the House avail themselves of the use of this room as soon as possible.

"Some furniture and books for current use it will be necessary to remove, and some lumber and rubbish yet encumber the approaches. These can all, in their opinion, be removed by Wednesday morning, and they therefore recommend the adoption of the following resolution:

"Resolved, That when this House adjourns to-morrow it will adjourn to meet in the new hall of representatives, in the south wing of the extension of the Capitol, on Wednesday at noon."

The resolution of the committee was adopted, and on the 16th of December the House of Representatives for the first time assembled in the new hall.

The first public use of the hall was on Sunday, the 13th of December, on which day divine service was held in it, the Rev. G. D. Cummins officiating.

When the charge of the Capitol extension was committed to me in April, 1853, my attention was particularly directed by your predecessor, the Hon. Jefferson Davis, Secretary of War, to the great importance of providing rooms suited by their acoustic qualities, by their warming, ventilation, and lighting for the purposes of legislation. In his instructions to me on taking charge of the work I was told: "The great object of the extension of the Capitol is to provide rooms suitable for the meeting of the two houses of Congress—rooms in which no vitiated air shall injure the health of the legislators, and in which the voice from each member's desk shall be easily made audible in all parts of the room. These problems are of difficult solution, and will require your careful study."

I was fully impressed with the difficulty and importance of the question; for the whole vast expenditure of the extension of the Capitol may be said to have been incurred almost solely because the representative chamber in the old building was so unfortunate in its acoustic qualities. The great difficulty of speaking and hearing in it seriously affected the course of legislation. The influence of a member in debate depended too much upon the possession of strength of voice to make itself heard through the irregular echoes and rever-

berations of the hall, and many men, finding the effort to speak exhausting and injurious, were forced to abandon the attempt to exercise that influence upon the legislation of the country to which their talents and their acquirements entitled them.

The defects of the room led to disorder and irregularity, and it was to be hoped that if a room could be constructed in which an ordinary voice could be distinctly heard by every member on the floor, it would lead to greater attention to the debates and a better understanding of the important subjects constantly coming before the House.

In attempting the study of this subject I found little settled or satisfactory, and the state of the science may be summed up in the evidence of Faraday before a British parliamentary commission, when examined in regard to the plans of the new houses of parliament then under consideration.

He stated that he did not think it would be possible to prepare plans beforehand which should certainly accomplish the object of securing a good room for speaking and hearing; that an architect might fail because he was not a scientific man, and a scientific man because he was not an architect; that his own lecture room at the Royal Institution was a good room, but he did not know the reason why.

The results of my studies were a recommendation to abandon the plans of the legislative halls and the whole interior arrangement of the new wings of the Capitol as then under construction, and the adoption of plans which I had the honor of presenting. That of the new hall of representatives, as since constructed in the south wing, was presented to the Hon. Secretary Davis on the 19th of May, 1853, with a report upon the reasons for adopting it and the principles upon which it was based, which was printed in the annual report from this office of October 22, 1853.—(See Ex. Doc. No. 1, 33d Congress, 1st session, part II, pages 79 to 84.)

The propriety of the course adopted and the success of the plans have been proved by the use of the hall during the last winter, as is shown by the following letter, which I had the honor to receive from the Speaker of the House of Representatives, the Hon. James L.

ST:

“ANDERSON, SOUTH CAROLINA, *August 13, 1858.*

“SIR: At an early period during the last session of Congress you requested me to give my opinion of the fitness of the new hall of the House of Representatives for the purposes of its erection. I delayed in responding to your request until the close of the session, that I might form an opinion upon such observation, at all seasons and under all circumstances, as would be definite and satisfactory.

“It has been occupied from December until the middle of June—seasons of the lowest and highest temperature of cold and heat; it has been occupied with crowded galleries and empty benches, by day and by night; and under all circumstances, in its acoustics, its ventilation, its heating, its lighting, and its conveniences for the comfort of members and the transaction of business, I consider it eminently

successful. When order is preserved an ordinary voice can be heard distinctly in the remotest part of the hall or galleries. I presume there is no hall in the world, having so large a number of square feet within its walls, where the speaker is heard with so little effort on his part.

"The ventilation is equally successful. The densest crowd in the galleries, during the most protracted sittings, breathed a fresh atmosphere, free from all heaviness or impurity.

"The heating apparatus is so perfect that the engineer had only to be notified what temperature was desired, when in a few minutes it was supplied.

"The arrangement for lighting the hall is admirable. Not a burner is seen, and yet such a flood of softened light is poured down through the stained glass ceiling of the hall that it was difficult to distinguish when the day ended and the night commenced.

"The hall and its fixtures are a splendid triumph of your professional skill, and will ever remain a proud monument to your genius.

"I am, sir, very respectfully, yours, &c.,

"JAMES L. ORR, *Speaker.*

"Captain M. C. MEIGS,

"*Engineer, &c., Washington.*"

It is with no ordinary satisfaction that I am able thus to place upon record the proof of the complete success of the work committed to me, and upon which I have been so long engaged.

I believe that in the influence to be exerted upon the legislation of the country, by the great advantages this hall affords in the more intelligent transaction of the public business; in the greater facilities for seeing and hearing, and thus of understanding what is before the House, its cost, which may be considered as the cost of the extension itself, will be early repaid to the country.

The purity of the atmosphere of the hall, secured by the perfect ventilation, has already exerted a beneficial influence upon the health of those occupying it.

The last session—a long and laborious one—is remarkable for the fact that no member of the House present in Washington died during the session; and yet the House, I am informed, though it adjourned on the 14th of June, some two months earlier in the season than at any long session for years, was in actual session in the hall for some fifty hours more than in the longest session previously known; and passed more bills and transacted more business than ever before.

The Senate chamber is nearly ready for use. I had expected to have it completed by the first Monday in December, but I have been disappointed in some things upon which it depends, and I find it will now require a few weeks more time.

The causes of this delay it is not necessary here to recount. They were beyond my control.

The heating and ventilating apparatus for both wings is in condition for use. That in the south wing has been in constant use for nearly a year, and has given entire satisfaction. That for the north

wing is completed, and the building has been warmed by it, whenever necessary, for some months past.

The rooms of the Secretary of the Senate, the senators' retiring room, the ante-chamber, the corridors about the Senate, and a great part of the committee rooms of the north wing, are completed or nearly so.

In the ante-chamber of the Senate—a room magnificently decorated, and for which designs had been prepared to be painted in fresco on the walls—the proviso attached to the last appropriation for the Capitol extension has arrested the work. Spaces which had been prepared for the fresco painter therefore remain unfinished. The mere decoration of the room is complete, and the room can be used. At some future day it is to be hoped that these spaces will be filled by fresco paintings worthy of the room they should adorn, and of the magnificent building which contains it.

The proviso in relation to works of art, attached to the last appropriation, is as follows:

“Provided, that none of this appropriation shall be expended in embellishing any part of the Capitol extension with sculpture or paintings, unless the designs for the same shall have undergone the examination of a committee of distinguished artists, not to exceed three in number, to be selected by the President; and that the designs which said committee shall accept shall also receive the subsequent approbation of the Joint Committee on the Library of Congress; but this provision shall not be so construed as to apply to the execution of designs heretofore made and accepted from Crawford and Rogers.”

As the Joint Library Committee does not sit during the recess, it has been impossible, since the passage of this proviso, to submit designs to it. The immediate effect of its passage, therefore, was to arrest all paintings in progress intended for the Capitol extension, and to prevent the commencement of new ones.

In the rooms and corridors in which the decoration had been commenced, the merely decorative portion of the coloring was continued, but the spaces intended for pictures are left blank until, by some future action, Congress determines the mode of carrying out its views in regard to the embellishment of the building by works of art.

Mr. Walker, who was employed in painting a picture of the storming of Chapultepec, for the Military Committee room of the south wing, has been stopped in his work by this proviso. His picture was perhaps half finished at the time. It is to be hoped that it may be found possible to authorize him to complete it.

In regard to a permanent committee of artists, I venture to suggest here that there are some difficulties. It would be difficult to select three distinguished American artists whose reputation should be such as to entitle them to sit, without appeal, in judgment on the works of their brother artists, and whose pencils or chisels could at the same time be spared from the decoration of the building.

There are few artists yet in this country qualified, by practice and by reputation, for such historical works as ought to adorn the panels in the legislative halls, and the spaces reserved for pictures in the

grand staircases and in the ante-chamber of the Senate and other public rooms.

It is to be feared, too, that without some special provision for procuring designs, artists will not be forward in supplying them. The preparation of a design for a historical picture is a work of study, of labor, and of time. An artist's time is too valuable to him to be given without compensation on the chance of success embraced in the approval of designs by two separate committees, one of them consisting of artists whom he may think superior or inferior to himself.

The most liberal and, it seems to me, most judicious mode of granting commissions for works of art, would be to constitute some body with the power to give to such artists as may have established a sufficient reputation, commissions at a fixed price for pictures to fill certain panels; or to grant to one artist a commission to decorate one of the great staircases, leaving the subject and the mode of treatment to the artist, subject only to the revision of the committee granting the commission. An artist who thus received a commission would have the certainty of compensation for all the labor and time he spent upon his work. It is a matter of course that an artist, honored by a liberal commission from the country for a picture to be placed in the Capitol, to be seen and criticised by all, would do his best.

But little historical painting has thus far been attempted in the Capitol extension. What little has been done has been done with the object of calling attention to the subject, and indicating the mode in which the building admits of decoration by works of art. As public attention has been called to it, my object has been accomplished, and I shall be ready to carry out, so far as depends upon my sphere of duty, any plan which the friends of art succeed in passing through Congress.

The sculpture from Mr. Crawford's designs for one of the eastern pediments has been nearly finished. No design has yet been adopted for the other. It is to be hoped that Congress will make some provision for it at the approaching session.

The contractors for marble have delivered a very large quantity of this material during the past year, but their quarry has not proved capable of supplying the shafts of the columns in single blocks, as required by the supplemental contract of 30th March, 1854, under the joint resolution of 20th February, of that year.

After a long correspondence the contractors offered to deliver the column shafts in single blocks from the quarries of Carrara, Italy; one of them proposing to deliver them at the Capitol, according to the terms of the contract, substituting, however, the Carrara marble for that of the Lee quarry, which it was impossible to procure in large enough blocks; the other member of the firm proposing to deliver them upon the dock in Washington; the price to be the same as that provided by the contract, viz: \$1,400 for each shaft in a single piece.

✓ This proposition you did not think it proper to accept, and the advertisement below was issued by your direction:

PROPOSALS FOR SHAFTS.

U. S. CAPITOL EXTENSION AND WASHINGTON AQUEDUCT OFFICE,
Washington, September 30, 1858.

Sealed proposals will be received at this office until the fourth day of December next, at noon, for furnishing, on the grounds of the extension of the Capitol, one hundred shafts for the columns of the exterior porticos of that building.

The dimensions are as follows:

One hundred shafts, including the upper torus of the base; each shaft to be twenty-five feet two and one-eighth inches in height from the bottom of said torus to the top of the upper astragal.

The diameter of the torus or bottom piece of shaft to be three feet seven and five-eighths inches; the diameter of the shaft above the base to be three feet, and at the neck below the capital two feet six and one-eighth inches; and the diameter of the upper astragal to be two feet eleven and seven eighths inches. These are the net dimensions of the work when finished.

All the blocks to be scabbled round to dimensions, and to be free from all defects which would make blemishes in the finished columns.

The above shafts to be of white American marble, similar in color, grain, and composition to that used in the exterior of the Capitol extension, which comes from near Lee, Massachusetts.

Every proposal should be accompanied with a block at least one cubic foot in size, as a specimen of the marble offered. This specimen will be submitted to proper chemical and mechanical tests before being accepted for the work.

The proposals should state the time within which the marble will be delivered, and should be accompanied by a written guarantee, signed by one or more responsible persons, to the effect that he or they undertake that the bidder or bidders will, if his or their bids be accepted, enter into an obligation within ten days, with good and sufficient securities, for the completion of the work undertaken; said guarantee to be accompanied by the certificate of the United States district judge, United States district attorney, navy agent, or some officer of the general government, or individual known to the engineer or Department of War, that the guarantors are able to make good their guarantee.

The United States reserves the right to reject any or all bids not deemed advantageous, and to make other arrangements for procuring the marble.

Proposals will be received for furnishing the shafts either in single blocks or in blocks of not less than four feet in length, and the number of shafts offered in single blocks or in pieces, respectively, should be stated.

Proposals will be opened in this office at noon of the 4th of December next, in the presence of bidders who may choose to be present.

By order of the Secretary of War.

M. C. MEIGS,

Captain of Engineers, in charge of U. S. Capitol Extension.

FORM OF A GUARANTEE.

Captain M. C. MEIGS, *United States Engineers*:

We the undersigned, residents of _____, in the State of _____, hereby, jointly and severally, covenant with the United States, and guaranty, in case the foregoing bid of _____ be accepted, that he or they will, within ten days after the acceptance of the said bid, execute the contract for the same, with good and sufficient sureties, to perform the work or furnish the articles proposed, in conformity to the terms of the advertisement under which it was made. And in case the said _____ shall fail to enter into contract as aforesaid, we guaranty to make good the difference between the offer by the said _____ and the next lowest bidder.

A. B.

C. D.

I hereby certify that, to the best of my knowledge and belief, the above named guarantors are good and sufficient.

E. F.

The whole quantity of marble delivered by the contractors in the twelve months ending 30th September, is 74,789 cubic feet, costing \$140,154 94.

The principal marble work of the year has consisted of the piers of the arcades of the ten porticos, in which much progress has been made; the completion of the cell walls of the connecting corridors; fitting up of the senators' retiring room; the four great staircases; and the completion of the marble skirtings generally.

The senators' retiring room is lined throughout with polished marble. The ceiling, deeply moulded in polished Italian marble, is supported by Corinthian columns and pilasters of the same material. The niches and walls are lined with polished Tennessee marble.

The four great staircases are nearly finished. The stairs are of marble, and the landings and ceilings of marble are supported upon marble columns of the Corinthian style, highly polished. The effect, even in the present unfinished condition of these staircases, is very rich and magnificent.

The walls have been prepared with large plain spaces for pictures, and it is to be hoped that the painting of these pictures may not be long delayed.

The light has been arranged with a view to the introduction of three large historical pictures upon each of these four staircases, one in each to be about thirty feet by twenty feet in size.

A niche for the reception of a colossal statue is also provided upon the principal landing of each staircase.

There have been applied to this building, in Washington, during the past year, 147,404 days' work upon the United States pay-roll, and 96,152 days' work by those employed by the contractors about the building; in all, 243,556 days' work, which is exclusive of the large forces employed at the marble and granite quarries, and in the various private workshops, whose resources have been made available for the building.

CASH ACCOUNT.

Available September 30, 1857.....	\$724,187 04
Appropriation of June 12, 1858.....	750,000 00
	<hr/>
	1,474,187 04
Expended during the year ending September 30, 1858	1,130,910 26
	<hr/>
Available September 30, 1858.....	343,276 78
All of which will probably be expended by the 1st of January next.	
Amount to be appropriated for the service of the year	
ending June 30, 1860.....	500,000 00
	<hr/> <hr/>

All of which is respectfully submitted by your obedient servant,

M. C. MEIGS,

Captain of Engineers, in charge

United States Capitol Extension.

Hon. JOHN B. FLOYD,

Secretary of War.

OFFICE OF THE EXTENSION OF THE UNITED STATES CAPITOL,
Washington, November 15, 1858.

SIR: I have the honor to report the progress of operations for rebuilding the dome of the Capitol.

At the date of my last annual report the brick work of the walls had been carried to within a foot or two of the top of the brackets on which the piers and columns of the peristyle rest. Some of the pillars of the principal story had been set, and others were being received and fitted.

During the past year the skeleton of the principal story in two stages, as high as the top of the cornice of the circular colonnade, has been finished, and the columns have all been set in their places. The height above the base of the iron work is 42½ feet.

The wrought iron boiler plate band, which connects the whole work, has been secured in its place, and the work made ready for winter.

The shell which covers this skeleton, with forms of architectural decoration, is now being prepared by Messrs. James Beebe & Co.,

at their works in New York, and will be ready to set early next season.

It embraces the interior and exterior pilasters and cornices; the window-frames and their mouldings; and the heavy balustrades which surmounts the exterior cornice, and will complete the principal story of the work.

I should be pleased to be able to report a greater progress in this work, but the want of cordial co-operation on the part of the architect associated with me has much interfered with the studies and drawings of the work. As it appears to me, he has much mistaken his authority and his duty; and, as it was a matter which could be settled only by the department, I have awaited its decision.

A careful estimate of the quantity of iron received for the dome, to the month of June last, shows that there had been received of

Cast iron	2,860,529 lbs. = 1,277 tons.
Wrought iron	237,247 lbs. = 106 tons.

<u>3,097,776</u>	<u>1,383</u>
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The greater part of this iron work was finished and in place upon the dome, and the total expenditure to that date having been \$206,391 52, including all expenses for pay of officers and workmen; for making drawings and patterns; for demolishing and removing the old dome and re-building the masonry, and all other incidental expenses; I find that the cost of the iron work put up had averaged, per lb., 6½ cents.

This average should be diminished as the work progresses, for a large portion of the total expenditure, which is included in making it up, is properly chargeable upon the whole work; such as the first studies of drawings; demolition of the old dome; rebuilding of masonry to receive the iron work, machinery, derricks, engines, and tools for hoisting and fitting the iron work, &c.

A drawing, showing the present state of the work, accompanies this report.

CASH ACCOUNT.

Available September 30, 1857	\$602,193 92
Expended to September 30, 1858	119,450 43
Available September 30, 1858	<u>482,743 49</u>

No appropriation was made at the last session, and none is asked this year, as the sum available will be sufficient for the service of the year.

Respectfully submitted.

M. C. MEIGS,
Captain of Engineers in charge.

Hon. JOHN B. FLOYD,
Secretary of War.

OFFICE OF THE EXTENSION OF THE CAPITOL,
Washington, November 15, 1858.

SIR: I have the honor to report the progress of the work upon the continuation of the Post Office building during the past year.

At the date of my last annual report, the exterior walls on the west front and a part of the north and east front had been raised to the level of the architrave, and two or three rooms of the west basement were occupied by the Post Office Department.

The cornice has now been set on a greater part of the west front. The columns and the capitals of the pilasters, about one-half of the architrave, and a small part of the cornice has been set upon the north front. The columns of the west front have also been set.

The gap in the east front, so long occupied by the old buildings of the city post office, has been filled to the top of the basement, and the marble is being rapidly set. The granite walls of the building facing on the courtyard, are nearly completed.

The city post office has for many months occupied the rooms appropriated to it in the north basement, and in the pavilion.

The basement rooms of the west front generally are occupied, either by the Post Office Department or the city post office.

The roof is being put upon the west and north fronts. It is of corrugated copper, resting upon wrought iron H rafters, similar in construction to those of the Capitol extension.

The roof will probably be put upon the whole building early next season.

The rooms of the principal story of the west front are being plastered and prepared for use.

Some progress has been made in preparing the steam pipes and other parts of the heating apparatus; but the construction of the vaults and boilers cannot be completed until spring.

The whole of the twenty-eight Italian marble shafts for the porticos have been turned in the lathe at the shops of the Capitol extension without accident, and with an accuracy, beauty, and economy, not attainable by hand.

There have been received during the year: 1 Italian marble column shaft, 1,285 cubic feet of Italian marble, 9,520 cubic feet of Lee marble, 1,672 cubic feet of Baltimore marble, 13,911 cubic feet of granite. 1,164,300 bricks have been laid, and 78,007 days' work have been applied to the building, besides the labor at the quarries and in the private work shops from which the iron and other work has been procured.

The capitals for most of the columns and pilasters are finished, and the marble cutters are engaged principally in carving the enrichments of the Corinthian cornice.

Photographic drawings, showing the condition of the different fronts, accompany this report.

CASH ACCOUNT.

Amount available September 30, 1857.....	\$308,289 08
Appropriation of January 12, 1858.....	100,000 00
	<hr/>
Expended in year ending September 30, 1858.....	408,289 08
	330,530 08
	<hr/>
Available September 30, 1858.....	77,759 00
	<hr/> <hr/>

All of which will be expended by March 4, 1859.

Appropriation required for year ending June 30, 1860	\$150,000 00
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Respectfully submitted,

Hon. J. B. FLOYD,
Secretary of War.

M. C. MEIGS,
Captain of Engineers in charge.

REPORT OF THE COMMANDING GENERAL.

HEADQUARTERS OF THE ARMY,
New York, November 13, 1858.

SIR: The tables giving the numbers and distribution of our troops will be laid before you by the adjutant general. The object of this, my annual report, being to offer some general remarks on the recent services, general condition, and wants of the army. The annexed General Order (No. 22) will illustrate in some instances (omitting many) the extraordinary zeal, activity, patient endurance, and prowess habitually displayed by the troops—officers and men—in the perpetually recurring wars with the Indians about our border settlements. Thus, with an average effective force of say ten thousand men, exclusive of recruits in depot and in route, less by at least three regiments than is needed, the army has been for years, in nearly all its parts, almost constantly engaged in the pursuit of enemies, or in daily expectation of being called upon to repeat such services. This state of excessive activity, fatigue, and hardship has led to excessive losses, more from disease and desertion than from battles or combats, the greater part of which may be primarily attributed to *deficiency in numbers*.

This want of troops to give reasonable security to our citizens in distant settlements, including emigrants on the plains, can scarcely be too strongly stated; but I will only add, that as often as we have been obliged to withdraw troops from one frontier in order to reinforce another, the weakened points have been instantly attacked or threatened with formidable invasion. Minnesota, Arizona, and the northern frontiers of Texas and Arkansas, have recently supplied striking illustrations of this fact.

For the happy conclusion of long standing Indian troubles in Florida much credit is due to the energy and judgment of Colonel Loomis, the last commander in that war.

In New Mexico, Brevet Brigadier General Garland, an intelligent and enterprising commander, has used his limited force to the best advantage in punishing hostile, and in keeping in check turbulent Indians, besides detaching very handsome support in the handsomest manner, to the Utah army in its embarrassments of the last winter. Colonel Bonneville, who has recently succeeded General Garland in this command, is carrying out the views of the latter with like perseverance and success.

The cheerfulness and efficiency of the Utah army, under its very able commander, Brevet Brigadier General Johnston, notwithstanding its difficult marches and unavoidable privations, have won for it a large portion of the admiration of the country.

In Texas, Brevet Major General Twiggs has, with his usual ability, made the most effective disposition of the force at his command, resulting already in substantial and brilliant successes, which he proposes to follow up, if necessary, in a winter campaign.

In the Pacific department, Brevet Brigadier General Clarke, the commander, has displayed an energy and judgment worthy of high

commendation. Upon the first news of recent hostilities in that quarter, his measures were rapidly and wisely taken. Troops and supplies were promptly assembled near the theatre of operation ; and under his immediate direction two columns, commanded by Colonel Wright and Major Garnett, respectively, were organized and put in motion against the enemy. Successive victories have already caused most of the hostile bands to disperse or sue for peace, which, no doubt, will soon be re-established. [I learn, in the act of signing this report, that my prediction is now history.]

The department of the west has recently been commanded, in succession, by Brigadier General Harney, Colonel Sumner, and Colonel Francis Lee. Garrisons have been established and strengthened in it, along the emigrant route to the west, and, for months, a column of cavalry was kept in movement on the plains to overawe disaffected tribes. The troops in Minnesota and on the upper Missouri, have also continued to render valuable service in restraining the Indians from committing massacres and depredations in that quarter.

On the many and formidable roving tribes on this side of and in the Rocky mountains, not in open hostility, but yet of doubtful or menacing dispositions, and whose depredations would soon have called for direct punishment, a great moral effect has been incidentally produced by our display of force in the direction of Utah. These large moving columns have been seen, and the power of the United States to some little extent, for the first time in those regions, estimated and feared. Such displays often repeated, and in sufficient numbers, combined with feats of arms like those set forth in the annexed order, can alone give the security for which the army is held responsible.

From the distribution of the troops into fragments, an increase of the regular medical officers has become a necessity. Sometimes private physicians may be hired, but not always, and rarely of the required science and experience even at extravagant rates of compensation. No less than six posts in a single department have been recently reported to me as without a medical officer.

I must also again beg attention to the miserable state of the barracks or quarters at nearly all our permanent fortifications and posts. Health and efficiency as well as comfort must be sacrificed where strict attention is not given to the lodgings of men.

Incessant calls for reinforcements received from the frontiers compel us, habitually, to forward recruits without the instruction that should precede service in the field, and on joining their regiments, perhaps in the act of pursuing an enemy, it is long before the deficiency can be supplied. The want of this instruction has always been felt in combats, notwithstanding the usual gallantry of the troops.

As it is no longer difficult to fill our ranks by enlistment, it would be highly desirable to detain the recruits sufficiently long for instruction at our larger depots, especially those destined for the mounted service ; but again, this cannot be done without some additional regiments.

The institution of the artillery school at Fort Monroe will leave nothing to be desired for that arm, after we shall be at liberty to withdraw from the field the additional companies (three) which are

needed. The school will then consist of eight companies, two from each regiment, alternating every two years, with some other companies of their regiments. Thus, with two mounted companies, one-third of each artillery regiment would at all times be engaged in acquiring, with the best help, the difficult theory and practice of artillery, while the other two-thirds would in emergencies be available for infantry service as heretofore. For such instruction there will be required, as the department is aware, an appropriation to add to the government lands about Fort Monroe, (for exercise of field batteries and long ranges of heavy guns,) before the school can receive its full development. Without waiting for this extension, however, a systematic course of instruction has been commenced under Colonel Brown, the superintendent, and its progress is already satisfactory.

There is, in the circumstances of our service, no reasonable distinction between the three arms now recognised as mounted riflemen, dragoons, and cavalry; if, indeed, the law intended any between the two latter. Their fields of operation and duties generally are in all respects the same, and whatever variations exist in uniform and equipment, only serves to create inconvenience and extra expense. I therefore recommend that the three corps be consolidated into one line of cavalry regiments, (five,) for the tactics and equipment of which I suggest that the experience of a select board of cavalry officers be consulted.

It is my duty to present the fact that reports come to me from some quarters, of the injurious effects upon discipline produced by the neglect of the law requiring that the troops shall be paid *at least* once in two months, it being understood that the pay department has not the number of deputies necessary to approach regularity at any of the more distant posts. Drunkenness, disorders, and desertions are the consequences of the larger payments which are made at long intervals,

I have the honor to be, sir, with high respect, your most obedient servant,

WINFIELD SCOTT.

Hon. J. B. FLOYD,
Secretary of War.

REPORT OF THE QUARTERMASTER GENERAL.

QUARTERMASTER GENERAL'S OFFICE,
Washington, November 13, 1858.

SIR: In obedience to your order dated the 1st instant, I have the honor to submit a report of the operations of the quartermaster's department of the army for the fiscal year ending on and including the 30th of June last.

At the date of my last report the balances in the hands of officers acting in the department in the preceding year amounted to..... \$578,466 12

To which is to be added—

1st. Remittances, 1st quarter, 1858...	\$2,611,076 16	
Remittances, 2d quarter, 1858 ...	1,743,280 16	
Remittances, 3d quarter, 1858 ...	455,679 25	
Remittances, 4th quarter, 1858...	4,975,967 73	
		9,786,003 30
2d. Proceeds of drafts drawn on this office prior to July 1, 1858, paid since that date		30,449 36
3d. Proceeds of sales of property, rent of buildings, &c.....		77,906 36

Total to be accounted for..... 10,472,825 14

From which is to be deducted—

1st. Expenditures, viz: prior to the fiscal year, the accounts for which were not received in time for the last annual report..... \$826,226 69

In the 1st quarter of the fiscal year	1,797,972 93
In the 2d quarter of the fiscal year	1,911,545 44
In the 3d quarter of the fiscal year	1,093,673 27
In the 4th quarter of the fiscal year	3,713,436 07

9,342,854 40

2d. Deposits to the credit of the treasurer, and cancelled drafts..... 68,421 93

9,411,276 33

Balance, June 30, 1858..... 1,061,548 81

Accounts are due from twenty-one officers for the last fiscal year, whose joint accountability amounts to \$28,393 23. The officers from whom these accounts are due were, with two or three exceptions, at extreme frontier posts, or in the field, which is doubtless the cause of their accounts not having been received; the remainder is in the hands of one hundred and fifty-three officers at posts extending over our whole territory, and in the field, and is applicable to the payment of

claims which accrued within the year and remained unpaid at its close, and to the service of the present year.

The accounts due from disbursing officers at the close of the year ending June 30, 1857, and not received in time for my report of that year, but included in this, will be seen to exceed considerably the amount for which the officers were known to be accountable at the close of that year; this is ascertained to have arisen principally from disbursing officers at many of the outposts, and in the field, having drawn drafts on the principal quartermasters in their respective military departments within that year, the proceeds of which they credited to the United States and applied to the public service within the year, but which were not paid by the officers on whom they were drawn until within the present year.

Major Osborne Cross, who was reported in my last report as having failed to account for.....	\$22,637 91
has since refunded.....	\$21,440 00
and has submitted accounts amounting to	957 87

Making, together.....	22,397 87
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Leaving to be accounted for	240 04
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but he claims a balance of \$84 96 due to him; on a re-examination of his accounts he may be found to be correct.

Captain L. Loeser has failed to account for \$3,125 21, due by him since the close of the 3d quarter of 1856.

Lieutenant Garber has failed to account for \$7,095 38, due since the 1st quarter of 1857; and Lieutenant Lazelle has failed to account for \$1,232 09, which should have been turned over to his successor on the 1st of April, 1857; he was ordered to duty in the department again on the 10th of December, 1857, but did not take up this sum, nor has he accounted for it since. Lieutenant A. Merchant has failed to account for \$953 54, due since the 2d quarter of 1857, which sum should have been turned over to his successor when he was relieved at Fort Monroe on the 8th day of June, 1857.

I recommend that measures be adopted to compel these gentlemen either to account for the sums respectively due or to pay over the amounts to the treasury.

The amounts paid during the year, including those for supplies purchased and services rendered in the preceding year and not included in the report for that year, were—

1. For regular supplies, viz :

Fuel.....	\$149,942 85
Forage	1,319,697 83
Straw	4,756 26
Stationery	23,017 35

Making a total of.....	\$1,497,414 29
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2. For incidental expenses of the army.		
Postages	\$9,109 73	
Expenses of courts martial.....	6,805 75	
Expresses and escorts.....	32,166 28	
Burial expenses.....	421 15	
Guides, interpreters, and spies...	52,294 87	
Clerks and agents	83,707 30	
Wagon and forage masters.....	7,546 50	
Laborers	161,837 66	
Soldiers on constant labor.....	132,958 76	
Hire of veterinary surgeons	789 51	
Office furniture.....	2,997 23	
Medicines for horses and other animals	5,834 23	
Forges, blacksmiths' and shoeing tools.....	7,521,01	
Horse-shoes, nails, iron, and steel	56,443 48	
Recovering stray horses.....	682 50	
Apprehending deserters.....	13,275 69	
Making a total of.....		\$574,491 65
3. Dragoon horses.....		555,093 20
4. Barracks and quarters—for rents....	111,299 03	
For constructions and repairs...	554,125 09	
		665,424 12
5. Mileage or transportation of officers.....		105,477 19
6. Transportation—		
Of clothing.....	75,901 44	
Of ordnance.....	66,201 43	
Of subsistence	905,612 43	
Of troops and supplies.....	3,836,628 74	
		4,884,344 04
7. For materials for, and amount expended in the preparation of clothing, camp and garrison equipage		983,254 96
8. Special appropriations and expenditures for other departments, viz:		
For remounting four companies light artillery	5,565 87	
For rebuilding Carlisle barracks	24,316 02	
For Florida volunteers.....	38,464 95	
For printing military tactics.....	252 57	
For Mexican hostilities	2,680 00	
For army contingencies.....	2,519 84	
For recruiting service.....	566 24	
For medical department	6,741 27	
For ordnance department.....	6 19	
Total.....		9,346,612 40
From which is to be deducted—		
Amount of ascertained errors in officers' accounts		3,758 00
Total expenditure		9,342,854 40

The various regular supplies, viz., fuel, forage, straw, and stationery, were promptly furnished to the officers, corps, and branches of service entitled to them. The cost of forage was greatly increased in consequence of the partial failure of the corn crop throughout the west and southwest in the last calendar year, and of the oat crop the present year.

Transportation was furnished during the year for all the supplies required for the army; for five thousand two hundred and sixty-nine recruits from the several depots to their companies or corps; and for the troops operating in the field, or moving from one post or section of the country to another, or acting as escorts to different branches of the civil service. The movements made by the army within the year are estimated to equal a march of twelve hundred and thirty-four miles each of thirteen regiments; or of sixteen thousand and forty-two miles for a single regiment. The space covered by the army, and within which troops and supplies are almost constantly being moved, includes twenty-eight degrees of latitude and fifty-seven degrees of longitude. The item of transportation of troops and supplies includes not only the transportation of troops and the supplies required on the march, but of ordnance, clothing, subsistence, and all other supplies moving with bodies of troops.

For barracks, quarters, storehouses and other public buildings for the accommodation of the troops and the preservation of the public stores, all was done which the limited means at the disposal of the department enabled it to do. The following sums were expended in the erection and repair of military buildings, viz:

At twenty-five posts in the department of the Pacific....	\$221,011 43
At twenty-one posts in the department of the east.....	20,793 43
At four posts in Florida	3,270 35
At fourteen posts in the department of the west.....	148,701 12
At fifteen posts in Texas.....	36,004 49
At twelve posts in New Mexico.....	19,388 03
At two posts in Utah.....	4,832 40

Amounting altogether to..... 454,001 25

In addition to these sums, there was expended from a special appropriation, as heretofore stated, in rebuilding barracks at Carlisle which had been destroyed by fire.....

24,316 02

In the department of the west and that of the Pacific, the expenditures for the construction and repair of barracks, quarters, and other public buildings, are, from the nature of the service there, beyond the control of this department, or perhaps of any authority here. Where troops are required to be placed they must be covered, and the public stores must be protected. The appropriations and expenditures for those objects in the three years ending the 30th of June last will demonstrate the truth of my remarks.

The appropriation for the construction and repair of public buildings in the department of the west was, for the year ending the 30th of June, 1856..... \$95,500 00
 For the year ending June 30, 1857..... 100,000 00
 For the year ending June 30, 1858..... 155,000 00

Amounting to..... 350,500 00

And the expenditures for those years were, for that ending June 30, 1856..... \$266,987 97
 For that ending June 30, 1857..... 178,493 01
 For that ending June 30, 1858..... 148,701 12

Amounting in the three years to..... 594,182 10

being an excess of expenditure over the appropriations of \$243,682 10, in addition to which considerable sums were paid to soldiers on extra duty at work on the several buildings; and in nearly all instances public means of transportation were used in the constructions and repairs made.

The appropriations for those objects made for the department of the Pacific were—

For the year ending June 30, 1856..... \$82,800 00
 For the year ending June 30, 1857..... 135,000 00
 For the year ending June 30, 1858..... 130,000 00

Amounting to..... 347,800 00

And the expenditures for those years were—

In the year ending June 30, 1856..... \$253,240 87
 In the year ending June 30, 1857..... 218,935 32
 In the year ending June 30, 1858..... 221,011 43

Amounting to..... 693,187 62

being an excess of expenditures in that department over the appropriations for the three years of \$345,387 62.

The posts in the department of the Pacific are said to be generally well selected; the same cannot be said, however, in regard to some of those in the department of the west. In a country without the resources developed by an active and industrious population, there are three important elements which should govern in the establishment of a military post. They are, first, an abundant supply of pure water; second, wood for fuel and for building; and, third, grass for the support of the public animals in summer, and the supply of hay for them in the winter. If either be wanting, not a cent should be expended on any interior site, no matter what its supposed military advantages in other respects may be.

Clothing, camp and garrison equipage, were provided and furnished to the troops throughout our Territories in the quantities in which they were due. The cost of the clothing for the troops is increased by the recent change in the uniform about seventy-nine thousand dol-

lars per annum, and that of the equipage, by the adoption of the Sibley tent, a copy of the old Sioux lodge, about five dollars a tent; but this tent affords more comfort and contributes more to the preservation of the health of the men than that before in use. The cost of equipage is also increased by the adoption of the iron bedstead, which is preferred by the troops because it is more easily kept clean than the wooden bunk formerly in use.

The expenditures during the year have been extremely heavy, as will be seen by reference to the preceding pages of this report, but the objects accomplished have been even beyond the expenditures.

The movement of the army to Utah is without a parallel in military history. The advance of that army spent last winter in the Rocky mountains, eleven hundred miles from its depot, in comparative comfort, and the main body moved forward in seven separate columns between the 8th of May and the 15th of June; the last column arrived at Camp Floyd, in Utah, on the 25th of September; and by the last reports the rear trains with clothing, quartermasters' stores, and subsistence, were reported so near that they would arrive from the 5th to the 15th of October.

The expenditures on account of the expedition to Utah, as far as ascertained, exceed five millions of dollars. Besides the vast supplies provided for the service, the operating columns were furnished with nine travelling forges, twenty-two ambulances, twenty-nine light wagons, nine hundred and eighty-eight baggage wagons, six thousand four hundred and forty-seven mules, and two hundred and fifty-four horses, in addition to the horses furnished for the mounted corps. And for the transportation of supplies for the army, and for the depots at Fort Kearney and Fort Laramie, on the route, three thousand nine hundred and eight wagons, thirty-three mules, and forty-six thousand eight hundred and ninety-six oxen, were required; being four thousand nine hundred and fifty-six wagons and carriages, and fifty-three thousand four hundred and thirty draught animals.

For the operations in Texas, New Mexico, Washington, and Oregon, everything depending upon this department was furnished promptly; but I have not the data to make a report of the means of transportation required by the different armies or detachments.

In organizing the material and providing the means for the movement of the army of Utah, with its vast supplies, the energies of this department were taxed to the utmost; and for the successful results which have crowned all the measures necessary for the movement and supply of the army much is due to the energy, intelligence, and untiring zeal of Colonel Charles Thomas and Colonel Daniel D. Tompkins, assistant quartermasters general; Lieutenant Colonel George H. Crosman, deputy quartermaster general; to the late Captain Thomas L. Brent, and to Captain S. Van Vliet, Captain W. S. Hancock, and Captain J. H. Dickerson, assistant quartermasters. Other officers of the department performed valuable services, but had not the opportunity of doing as much as those named.

A more successful campaign than that directed by General Clark and carried out by Colonel Wright and Major Garnett, against the hostile tribes of Indians in Oregon and Washington Territories, has

never before been witnessed in the whole course of our history. The measures required to put the troops into the field, and to supply them on the extensive theatre covered by their operations, were promptly adopted and ably carried out by Lieutenant Colonel Swords, deputy quartermaster general, aided by Major Allen, Captain Jordan, Captain Ingalls, and Captain Kirkham, assistant quartermasters. Great credit is due to all these officers for the energy and zeal which they have displayed.

The estimate presented for the next fiscal year, though in some of its items larger than that for the present year, will be seen to be below the expenditures made last year. If the Mormon difficulties are really over and the Indian war in Oregon and Washington Territories at an end, it may not all be required, unless an expensive Indian war, which is now threatened, should take place in New Mexico. In that event, the whole, perhaps more, will be required.

It is bad economy to cut down estimates. If the appropriations be more than required for the service, the portions not wanted will remain in the treasury; but if they be less, and supplies be necessarily purchased on credit, higher prices will be always charged in proportion to the uncertainty of the time of payment. I am very sure that if we had had the money for the Utah service on the first of January, which we did not receive until May, from two to three hundred thousand dollars, perhaps more, would have been saved in the three items of horses, mules, and grain.

By reference to the details of the expenditures in the last fiscal year it will be seen that the item for transportation is more than one-half of the whole sum; this will continue until some better mode of transportation be adopted and carried out by the authority of Congress, (railroads would be the best,) or until the whole country over which our military movements extend be cultivated, and the supplies required for the troops be obtained in the vicinity of their operations.

In regard to the great advantage by railroad transportation over any other mode of land transportation, I have had occasion recently to make investigations, the results of which I beg to submit. The average military force in service during the five years ending the 31st of December last, was about thirteen thousand six hundred, rank and file; and the cost of the whole transportation for that force exceeded ten millions of dollars, or more than two millions a year. The average force in service for the five years prior to the annexation of Texas was over nine thousand nine hundred, rank and file; and the cost of its transportation during that whole period was a little over seven hundred and eighty thousand dollars, or one hundred and fifty-six thousand dollars a year. Had prices and circumstances remained the same, the transportation of the increased force would have been, for the five years, about a million and ninety thousand dollars, or only two hundred and eighteen thousand dollars a year; making a difference in that item alone of eight million nine hundred and ten thousand dollars. The increase in prices would probably have caused an increase of expenditure to something more than two millions of dollars; thus making an increase of expenditure in five years for transportation, caused by the extent and want of resources of our new

Territories, and the difficulty of communicating to and within them, of nearly eight millions of dollars.

In my last annual report I took occasion to mention the necessity for additional clerks in this office. In addition to those now authorized by law, four efficient clerks are required; but if not efficient I would rather not have them. For some years past Congress has appropriated five thousand dollars a year for the payment of temporary clerks employed in examining bounty-land claims, the evidence of which is filed in this office. I at first employed four clerks, but on the 1st of May, 1857, I was obliged to employ an additional clerk, and consequently to reduce the pay of all to a thousand dollars each. I respectfully ask that they be placed upon an equality with the junior clerks in other public offices here from the time their compensation was reduced.

The business of this office has increased so much in consequence of the great extension of our Territories, that the four additional clerks which I ask are necessary to bring up the regular business of the office and keep it up in the manner it should be kept up. Should these additional clerks be allowed, the appropriation for extra clerks might be reduced after the next fiscal year to a sum sufficient for the employment of two.

I had intended to accompany this report with a general return of the property in use and in store in the army, but could not obtain the materials in time; but it is being prepared, and I hope to be able to present it to you before the meeting of Congress.

With high consideration and respect, I have the honor to be, sir, your obedient servant,

TH. S. JESUP,
Quartermaster General.

Hon. JOHN B. FLOYD,
Secretary of War, Washington City.

REPORT OF THE COMMISSARY GENERAL OF SUBSISTENCE.

OFFICE COMMISSARY GENERAL OF SUBSISTENCE,
Washington, October 25, 1858.

SIR: I have the honor to submit the following report of the operations of this department during the fiscal year ending June 30, 1858, and to transmit an estimate for the subsistence of the army for the fiscal year ending June 30, 1860.

The principal part of the subsistence stores procured for the army during the past fiscal year was obtained in the cities of New York, Norfolk, Charleston, New Orleans, St. Louis, and San Francisco; the officers of the department at these points advertising for bids when the stores were required, and accepting the lowest bids for suitable articles.

Flour for the troops in New Mexico was procured by contract from wheat grown in that Territory or the adjacent provinces of Mexico, and such other articles of the ration as were the products of that Territory were there purchased to save the expense of transportation.

Fresh beef for the troops at the Atlantic posts in Florida and Texas and on the Pacific coast was procured by contract from the vicinity of the posts. In New Mexico, at Forts Riley, Ripley, Randall, and Ridgely, cattle on the hoof were procured, grazed, and fed by the department.

Every effort was made to supply the troops with abundance of good and wholesome food and with complete success, except those at Fort Bridger. Ample preparations for their subsistence, it was believed, were made in the spring of 1857, but the hostile acts of the Mormons in running off the contractor's cattle, and in destroying the trains containing nearly all the salt meats, with other subsistence stores, left but a scanty supply for these troops during the winter and spring. As early as the grass would permit cattle and other subsistence stores were forwarded to them from Fort Laramie.

During last spring one year's supply of subsistence stores for the troops under orders for and in Utah was purchased in St. Louis, and two contracts were made for cattle: one for unworked steers for immediate use, to be delivered at Forts Kearney, Laramie, and in Utah; the other for draught cattle, to be delivered when in fine condition in Utah.

These stores were fairly under way to Utah when, in consequence of the favorable news received, part of the troops *en route* were diverted from their course and directed to other objects. Such stores as were required for those troops until their return to Fort Leavenworth and one year's supply for the posts on the plain were taken from the Utah trains; the remainder continued on to Utah, thus securing there a partial supply for another year.

The contractors for the unworked steers withdrawing from their contract before giving bonds, an officer of the department was sent to purchase cattle at Fort Leavenworth, from whence they were driven to the posts named and to Utah, at the expense of the department.

The "desiccated vegetables" of Chollet & Co., wherever used in the army, have given great satisfaction, and it is respectfully recommended that desiccated "potatoes" and "mixed vegetables" be introduced generally into the army as a part of the ration and be issued twice per week in lieu of beans or rice.

The officers acting in this department have generally rendered their accounts as promptly as the nature of their service would permit, and have generally performed their duties with zeal and fidelity.

It will be seen that in the estimate herewith submitted the cost of the ration is estimated at twenty-five cents, that of the previous estimate having been twenty-six and one-half cents.

Most respectfully, your obedient servant,

J. F. TAYLOR,

Acting Commissary General of Subsistence.

Hon. JOHN B. FLOYD,

Secretary of War.

REPORT OF THE PAYMASTER GENERAL.

PAYMASTER GENERAL'S OFFICE,

November 10, 1858.

SIR: I have the honor to submit herewith a report of the transactions of the pay department of the army during the fiscal year ending June 30, 1858.

It is shown by the tabular statement herewith that there remained in the hands of paymasters, on June 30, 1857, applicable to payments in the first quarter of the last fiscal year, the sum of... \$390,578 76
In addition to which they have received from the treasury and other sources, exclusive of amounts transferred from one to another or repaid into the treasury, the sum of..... 4,758,988 05

Making a total to be accounted for of.. 5,149,566 81

Expended as follows:

Payments to regular troops.....	\$4,393,446 32	
Payments to volunteers.....	54,472 74	
Payments to the Military Academy...	99,890 31	
		<u>4,547,809 37</u>

Leaving a balance to be accounted for of..... 601,757 44

This balance it is believed has, in most cases, been expended and accounted for since the commencement of the present fiscal year.

The troops in every part of the country have been satisfactorily paid except in a few instances, growing out of causes beyond the control of the department.

I beg leave respectfully to call your attention again to the memorial of paymasters' clerks, presented to Congress at its last session, asking that their salaries be increased to \$1,000 per annum. This would only place them upon an equality with the clerks of the lowest class employed in the departments. Paymasters are compelled to travel with funds over wide districts of country, frequently in the vicinity of hostile Indians, and it is of the greatest importance they should be able to secure the services of reliable persons of the highest integrity, as well as capacity.

I have the honor to be, very respectfully, your obedient servant,

BENJ. F. LARNED,

Paymaster General.

Hon. JOHN B. FLOYD,
Secretary of War.

REPORT OF THE SURGEON GENERAL.

SURGEON GENERAL'S OFFICE,
November 8, 1858.

SIR: I have the honor to submit to you the usual financial report of the medical department of the army, together with a tabular statement of the sick and wounded of the army for the year ending on the 30th of June, 1858.

The amount of the regular appropriation for the medical and hospital department of the army which remained on the 30th of June, 1857, was—

In the hands of disbursing agents.....	\$9,666 00		
In the treasury of the United States.....	65,477 25		
Amount appropriated per act approved March 3, 1857, for current expenses of the medical and hospital department for the year ending June 30, 1858.....	105,000 00		
Amount refunded into the treasury from losses.....	119 50		
Amount refunded into the treasury from auction sales of condemned property	237 38		\$180,500 90
Of the foregoing sums there have been expended—			
On account of pay and other claims of private physicians contracted in			
Do.....do.....1847.....	275 68		
Do.....do.....1848.....	678 98		
Do.....do.....1849.....	27 00		
Do.....do.....1850.....	590 00		
Do.....do.....1851.....	41 00		
Do.....do.....1852.....	22 50		
Do.....do.....1853.....	106 61		
Do.....do.....1854.....	157 50		
Do.....do.....1855.....	267 09		
Do.....do.....1856.....	2,301 79		
Do.....do.....1857.....	9,469 40		
Do.....do.....1858.....	11,248 52		
		\$25,185 88	
On account of medical and hospital supplies, books, and nurses, &c.			
Do.....do.....1847.....	112 35		
Do.....do.....1848.....	9 00		
Do.....do.....1852.....	23 47		
Do.....do.....1853.....	16 34		
Do.....do.....1854.....	79 48		
Do.....do.....1855.....	65 90		
Do.....do.....1856.....	475 15		
Do.....do.....1857.....	10,358 08		
Do.....do.....1858.....	83,712 36		
		94,843 11	
Leaving in the hands of disbursing agents.....	5,388 11		
In the treasury of the United States.....	55,083 80		
		60,471 91	
			180,500 90

The foregoing statement shows that the total amount of funds available for the service of the medical and hospital department of the army during the fiscal year ending June 30, 1858, was one hun-

dred and eighty thousand five hundred dollars and ninety cents, (\$180,500 90;) and that the expenditures amounted to one hundred and twenty thousand and twenty-eight dollars and ninety-nine cents, (\$120,028 99;) leaving a balance of sixty thousand four hundred and seventy-one dollars and ninety-one cents, (\$60,471 91,) of which sum the major part was then due for payments made by officers of the pay department to hospital cooks and nurses, the accounts for which had not been settled in this office.

Of the total sum expended during the fiscal year embraced in this report, twenty-five thousand one hundred and eighty-five dollars and eighty-three cents (\$25,185 83) were paid on account of the pay and other claims of private physicians, and ninety-four thousand eight hundred and forty-three dollars and eleven cents (\$94,843 11) for medical and hospital supplies, and for the pay of hospital cooks and nurses.

The subjoined statistical report of the sick and wounded of the army for the year commencing July 1, 1857, and ending June 30, 1858, compiled from the quarterly reports of the medical officers, exhibits the following results:

At the commencement of the year there were 846 officers and enlisted men remaining on sick report, of whom 424 were reported as sick, and 422 as convalescent; the number of cases of wounds and disease occurring during the year was 38,188; making an aggregate of 39,034 cases under treatment during the year. Of this aggregate 37,568 were returned to duty, 22 were placed on furlough, 296 were discharged from the service, 39 deserted, and 208 died; leaving 384 sick, and 517 convalescent; in all 901 under medical treatment.

As the mean strength of the army for the year ending June 30, 1858, according to returns made to this office, was 14,510, and the number of cases of disease reported in that time was 38,188, it results that the proportion of cases to the number of officers and enlisted men was 2.63 to one.

For the same period the ratio of deaths (208) to the mean strength of the army (14,510) was 1 to 69.76, or 1.43 per cent., and the proportion of deaths to the aggregate number of cases treated (39,034) was 1 to 187.61, or 0.53 per cent.

The meteorological observations continued as heretofore at the military stations are reported to this office in monthly registers, which are examined, and the general results recorded at once in books prepared for that purpose, so as to be ready for publication whenever required. It has become necessary to have those original registers bound in volumes, in order to preserve them from injury, and, also, to facilitate reference to them, as they are frequently consulted by officers of the Smithsonian Institution and other persons interested in meteorology.

Since my last annual report an army medical board for the examination of assistant surgeons for promotion, and candidates for appointment in the medical department of the army, was convened at Richmond, Virginia.

Forty-four candidates were invited by the War Department to appear before the board of examination, of whom twenty-seven reported

in person. Of the twenty-seven who thus reported, four withdrew voluntarily without an examination; seven withdrew at a more or less advanced period of their professional examination; six were fully examined, and of these last two were found qualified for appointment.

The board also examined two assistant surgeons for promotion, both of whom failing to come up to the required standard of merit, yet not exhibiting sufficient cause for absolute rejection, were placed on probation, to be re-examined after a limited period.

Of one hundred and seven medical officers, composing the entire medical staff of the army, there are at this time only one surgeon and three assistant surgeons incapacitated for duty by sickness, and two assistant surgeons on leave of absence, leaving one hundred and two medical officers on duty, almost all of whom are serving with troops on the frontiers or in the field.

All of which is respectfully submitted.

TH. LAWSON,
Surgeon General.

Hon. J. B. FLOYD,
Secretary of War.

REPORTS FROM THE ENGINEER DEPARTMENT.

ENGINEER BUREAU,
Washington, November 22, 1858.

SIR: Under your instructions I have the honor to submit the following report of the progress and condition of the fortifications of the country for the year ending on the 30th June, 1858.

In the special reports which follow, the progress made on the respective works during the year, and their condition at its close are stated. On the works which had already been commenced and more or less advanced towards completion this progress has been as great as the amounts available and a judicious application of the funds permitted; while on the new works little has generally been done in the way of commencement of construction, and in some cases nothing, owing to the necessity for restricting the general expenditures as much as possible, on account of the condition of the treasury.

The amounts named in connexion with the special reports are the specific sums introduced, under your instructions, into the estimates for fortifications for the fiscal year ending June 30, 1860. They will in some cases serve for a moderate progress, while in others they will only provide for the care of the works and the preservation of the property thereat during the year's suspension of operations.

Fort Wayne, Detroit, Michigan, in charge of Lieutenant C. E. Blunt.—The decay of the timber revetments of this work still continues. Three hundred and seventy-one feet of scarp, on the south and west fronts, have been repaired during the year, out of the appropriation for contingencies of fortifications.

The work is in a condition to mount its entire armament, but the officers' quarters, destroyed by fire some years since, have not been rebuilt, and the new barracks are still unfinished.

If this work is to be a permanent one, the revetments should be rebuilt with stone.

Estimate of amount to be appropriated for the fiscal year

ending June 30, 1860 \$1,000 00

Fort Porter, Black Rock, near Buffalo, New York, in charge of Lieutenant C. E. Blunt.—This fort is in good condition and prepared for its armament and garrison. During the year a small expenditure has been made, principally in repairing locks and in removing decayed portions of the wooden coping of the covered way parapet.

Fort Niagara, mouth of Niagara river, New York, in charge of Lieutenant C. E. Blunt.—A few hundred dollars have been spent during the year in repairs of sally-port and cribs for shore protection. The work is efficient as respects its readiness for its armament, but the accommodations for garrison and supplies are entirely inadequate; and if it is to be a permanent work, the entire revetment should be of

stone, and the site should be further protected from the action of the water.

Estimate of amount to be appropriated for the fiscal year
ending June 30, 1860..... \$800 00

Fort Ontario, Oswego, New York, in charge of Lieutenant C. E. Blunt.—Nothing has been done at this work. Though comparatively new, the timber revetments require extensive repairs, and though it is presumed the entire armament might now be mounted, the progressing decay of the gun platforms must soon require their replacement by stone. The accommodations for garrison and supplies are good. As at Forts Wayne and Niagara all the timber revetments should be replaced by stone, if the work is to be a permanent one.

Estimate of amount to be appropriated for the fiscal year
ending June 30, 1860 \$500 00

Fort Montgomery, Rouse's Point, New York, in charge of Lieutenant C. E. Blunt.—Since the last report the unfinished masonry at the salient of the northwest bastion, the remaining embrasure in the bastion, and four of those in curtain IV have been finished, and the roofs of this curtain asphalted. The foundations for the guard-house have been laid, and all the stone cut for the superstructure.

This work could at short notice be prepared for mounting about half its armament.

Balance in treasury October 1, 1858..... \$1,500 00
Probable amount to be expended by July 1, 1859..... 1,500 00
Estimate of amount to be appropriated for fiscal year
ending June 30, 1860..... 600 00

Fort Knox, Narrows of Penobscot river, Maine, in charge of Captain John D. Kurtz.—The year's operations embrace the completion of all the embrasures of the work, (nineteen,) and of four howitzer embrasures; the construction of the scarp of east fronts and bastion to within one course of the cordon; the building of the main entrance and two posterns, with the adjacent scarps; construction of three casemate piers and commencement of others; completion of parapet, breast-height, and terreplein for five guns on north covered way, with the centres and circles for the guns; construction of shot furnaces in north and south bastions; of about half the area walls of barracks and south ditch, and continuation of west glacis. The work is, on the whole, more than half finished; and in what pertains to its offensive efficiency, two-thirds or more.

The officer in charge asks for the next year an appropriation of \$150,000, with which he expects to complete the eastern fronts of the work, (including the casemate arches, scarps, terrepleins, parapets, and provision for sixteen barbette guns,) to construct the storage magazines, build the scarp and casemates of the south front, and form the south place of arms, with provision for three barbette guns.

Balance in treasury October 1, 1858.....	\$1,000 60
Probable amount to be expended by July 1, 1859.....	1,000 60
Estimate of amount to be appropriated for fiscal year ending June 30, 1860.....	600 00

Fort at entrance of Kennebeck river, Maine.—A project has been prepared by the board of engineers for this entrance, and terms have been agreed upon for the purchase of some land adjoining the property of the United States on the spot. No steps have been taken as yet in the way of commencing the actual construction of the work.

Balance in treasury October 1, 1858.....	\$99,000 00
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Fort on Hog Island ledge, Portland harbor, Maine, in charge of Captain John D. Kurtz.—The work projected for this position having been approved, active operations were commenced on the opening of the season. Store rooms, depot, machinery, and apparatus have been provided, the work laid out, and the construction commenced. The remaining funds available will be applied to bringing the masonry to the level of the parade, and to filling the interior with earth.

Balance in treasury October 1, 1858.....	\$49,000 00
Probable amount to be expended by July 1, 1859.....	49,000 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	500 00

Fort Winthrop, Boston harbor, Massachusetts, in charge of Lieutenant Charles S. Stewart.—On front No. 3 the scarp wall has been carried up 19' 4" and completed. On fronts Nos. 1, 2 and 4, for a length of 222 feet, the scarp wall has been raised 12' 11" to the base of the parapet wall. The parade wall of the third story, 160 feet in length, has been carried up 16' 10" to the coping. Thirteen piers have been built, completing those of the third story. The stairway has been brought to within two feet of the terreplein, and 14 of the casemate arches of the third story have been turned.

In all 1,172 cubic yards of stone and 400 cubic yards of brick masonry have been laid. By the end of the season the masonry of the scarp and parade walls will probably be completed.

Fort Independence, Boston harbor, Massachusetts, in charge of Lieutenant Charles S. Stewart.—The only work done has been to place thirteen chimney tops over the flues connecting with the officers' and soldiers' casemate quarters. It has not been thought advisable to make any more extended repairs at present. As soon as may be practicable the balance of the appropriation in the treasury will be applied to the completion of the magazines, gates, to the repairs of casemate quarters, the grading, flagging and drainage of the parade, &c.

No further appropriation is asked.

Balance in treasury October 1, 1858.....	\$9,923 27
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Fort Warren, Boston harbor, Massachusetts, in charge of Lieutenant Charles S. Stewart.—During the year the interior finish has been

completed in ten rooms for soldiers' casemate quarters, each 29 by 17 feet. The finish has also been nearly all put up in 27 large rooms with fire places, and in 19 small rooms without, for officers' casemate quarters, and in the connecting halls and passages on curtain front No. 3.

The brick linings of the piers and the partition walls have been built for 17 rooms and their halls, and for two store-rooms on fronts Nos. 3 and 4; also, for three service magazines on fronts Nos. 1 and 2.

About 300 square yards of exterior slopes of curtain front No. 2 and the coverface have been faced with stone; 1,000 square yards of counterscarp and other walls have been pointed.

1,050 cubic yards of parapets have been embanked and 560 square yards of exterior slopes sodded.

This work is now essentially ready for mounting its armament bearing on the channel, and for a portion of the guns on the other fronts. Of the accommodations for the garrison, about one-half the rooms are finished or nearly so, and the remainder are in various states of forwardness.

Estimate of amount to be appropriated for the fiscal year
ending June 30, 1860 \$600 00

Fortifications at entrance of New Bedford harbor, Massachusetts, in charge of Captain George W. Cullum, since May 10; previously of Captain H. W. Benham.—The recent government purchase of sixty acres of land at Clark's Point, not having included the roadways thereon, one of which passes through the site of the proposed fort, nothing has been done towards the erection of the fortifications. As directed by the Secretary of War on the 28th of May, 1858, the necessary legal steps are now being taken "for the calling of a jury for the assessment of any claims for ownership and easements of the land within the limits of the boundaries" of the domain belonging to the United States.

Should any balance remain out of the \$150,000 appropriated by Congress after all the expenses are paid in acquiring the ownership and easements of the necessary site of the fort, it is proposed to apply it to building a wharf, procuring machinery, and taking other preliminary steps for the erection of the works at Clark's Point.

No further appropriation will be asked till the government shall have acquired the ownership and easements of the necessary site.

Balance in treasury October 1, 1858..... \$68,500 00

Fort Adams, Newport harbor, Rhode Island, in charge of Captain George W. Cullum since May 10; previously of Captain H. W. Benham.—The scarp and parapet walls of the northeast bastion have been pointed and their cordon and coping joints filled with tarred oakum; the steps of the stairway near the northeast magazines have been rebuilt and pointed; the breast-height walls of the main work, except of the northwest bastion and north curtain, previously executed, of the east place of arms and of the covered way traverses have been pointed, their top surfaces plastered and asphalted, and covered in part with marsh sodding, to form the exterior parapet slopes; the

pumps and water pipes of officers' quarters have been repaired, and the south face of the permanent wharf repointed. Other minor and necessary details have been executed.

This work is now ready, except the modifications of some of the gun platforms for columbiads, for its entire armament. The casemates, with the exception of some trifling repairs, are all ready for the whole war garrison; but nothing more than the foundations of the exterior permanent quarters have been laid.

To complete and preserve this important work \$50,000 could be advantageously applied during the next fiscal year, in rebuilding part of the permanent wharf and southwest breakwater, modifying gun platforms for the new armament, completing pointing and other necessary repairs, supplying chimney caps and ventilators, and executing other unfinished work.

Fort at Willett's Point, New York.—The commencement of the construction of this work still awaits a further appropriation. One of the first operations to be undertaken is the construction of a wharf, which if built in a permanent manner, so as to serve the purposes of the work during its construction and afterwards for the service of the post when garrisoned, will require more than the available balance on hand.

Balance in treasury October 1, 1858.....	\$32,000 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	100,000 00

Fort Schuyler, East river, New York, in charge of Brevet Colonel John L. Smith since April 5; previously under Brevet Major J. G. Barnard.—The additional coping of the sea-wall has been nearly finished. What was commenced last year has been completed, with 275 feet of the length in addition, leaving 120 feet to complete.

There has been thorough repointing with cement mortar and mastic, and also painting of wood and iron work, where required; also extensive repairs of earth work and sodding.

Balance in treasury October 1, 1858.....	\$9,999 56
Probable amount to be expended by June 30, 1859.....	9,999 56
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	20,000 00

Fort Wood and sea wall, Bedlow's island, New York harbor, in charge of Brevet Major J. G. Barnard.—No operations have been carried on here during the last season, for want of adequate means. The work yet remaining to be done consists in the completion of the sea-wall, altering the barbette platforms to adapt them to guns of heavier calibre, grading the glacis and terrepleins of the exterior battery, construction of new bridges, draw-bridges, &c.

Estimate of amount to be appropriated for the fiscal year ending June 30, 1860	\$500 00
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Governor's Island, New York harbor; repairs of Fort Columbus and Castle Williams.—These works, which have been in charge of a garrison during the year, require for their full efficiency the alterations of their barbette platforms for the new armament, and Castle Williams also requires new balconies.

Fort Hamilton, New York harbor, in charge of Brevet Major J. G. Barnard.—The operations at this work have been exclusively confined to the completion of the new wharf described in the last annual report. On the 30th June the wharf was nearly completed, there remaining only the paving of the floor, a small portion of the coping course of stone, and the solid bulkhead to be done.

The operations for the fiscal year commencing July 1, 1858, consist in completing this wharf and such repairs to the old crib-work causeway or bridge as will make the new structure available.

This work is prepared to mount all its guns; but to receive the new armament the barbette gun platforms have to be changed, and at the same time this is done some work must be applied to the roofs and covering of the arches of the casemates of the water front.

Balance in the treasury October 1, 1858	\$311 26
Probable amount to be expended by June 30, 1859	311 26

Fort Lafayette, New York harbor, in charge of Brevet Major J. G. Barnard.—On examination of the wooden structure which covers the batteries of this work, it was not deemed expedient to expend so much upon it as would be necessary to put it in good repair, nor to go to the expense of columbiad platforms for the upper tier of this work; and this view being confirmed by the acting chief engineer, nothing has been undertaken except the construction of a small permanent wharf in place of the old one, which had become unfit for further use. This work, which was only just commenced on the 30th of June, will be finished during the season.

No further appropriation is asked.

Balance in treasury October 1, 1858	\$5,000 00
Probable amount to be expended by June 30, 1859	5,000 00

Fort Richmond, Staten Island, New York harbor, in charge of Brevet Major J. G. Barnard.—Since the 30th of September, 1857, the scarp wall has been raised generally about 7 feet 7 inches. The piers of the third tier of casemates have been raised to their full height; the arches of the south gorge-bastion and four arches on the south channel face, and two of those on the north channel face, turned.

A permanent wharf has likewise been commenced, and the piles for pier foundation driven, the stone for piers and superstructure collected and mostly dressed, and the iron work of superstructure collected.

The operations of the current year will consist in completing the third tier of arches and the scarp wall, asphaltting the arches, putting on the earth-work of parapets and terrepleins, laying gun platforms, putting up drawbridge, stairways, building the main magazine in parade, doors and fittings of magazines. For other purposes, such as

deepening the ditch, completing the counterscarp, completing the wharf, in short, for finishing the work, an additional appropriation will be required of \$15,000.

The whole number of channel bearing guns this work is intended to mount is 116; of this number, those of the first and second tiers of casemates, 56 in number may be mounted at short notice.

By the 30th of September, 1859, with the appropriation asked for, it is believed the work will be prepared to receive its full complement of guns, and in reference to all its arrangements, be thoroughly efficient for the object designed.

Balance in treasury October 1, 1858.....	\$80,828 95
Probable amount to be expended by July 30, 1859.....	80,828 95
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	15,000 00

Fort Tompkins, Staten Island, New York harbor, in charge of Brevet Major J. G. Barnard.—An appropriation of \$150,000 was made for this work for the fiscal year commencing July 1, 1857. As, however, the plans were not completed and approved by the War Department until the end of April, 1858, nothing could be done on the work before that date; and, owing to other causes, the commencement of actual operations was still further delayed until the 8th of July, when the work of demolishing the old fort and grading the site commenced.

This work will fully occupy a large gang of laborers during the remainder of the present season.

On the opening of the working season in the spring the foundations of the work will be commenced, and machinery put up for hoisting materials from the wharf to the level of the work, materials, &c., collected, and everything in readiness for commencing the superstructure.

Balance in treasury October 1, 1858.....	\$129,500 00
Probable amount to be expended by June 30, 1859.....	129,500 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	120,000 00

Fort at Sandy Hook, New Jersey, in charge of Captain H. W. Benham.—A wharf for the reception of materials, and the necessary buildings for the accommodation of the force to be employed, have been completed; and active operations will be commenced as soon as the plans, now being prepared by a special board of engineers, shall have been completed and approved.

Balance in the treasury October 1, 1858.....	\$180,000 00
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Fort Delaware, Delaware river, in charge of Brevet Major John Sanders.—The scarp of four curtains has been carried up 10', and of the bastions an average of 15'. The stair towers and four bastions have been carried up 20'; in the fifth, 30½. The piers of second tier arches have been carried up 10' to full height in all the bastions, except (4-5) on curtain 4, and on half of curtain 3. The arches of second tier have been turned on curtains 1, 2, 3, 4, and in bastions, except 4-5. The piers of six

large arches, and the magazine walls on curtain 5, have been raised 8'; and the magazine arches of that curtain turned. Officers' quarters carried up 5'. Flagging of gun rooms of first tier has been laid on two curtains and three bastions, and in gun room of second tier of one bastion and adjacent gun rooms. The stone arches of gateway have been turned, and the side walls and piers carried up 10'. Forty-five iron embrasures of second tier have been put in place, being all of that tier, except three in bastion 4-5.

The work is now essentially ready for two of its three tiers of guns.

Balance in treasury October, 1, 1858.....	\$40,005 53
Probable amount to be expended by June 30, 1859.....	40,005 53
Estimate of amount to be appropriated for fiscal year, ending June 30, 1860.....	100,000 00

Fort Carroll, Sollers' Point flats, Maryland, in charge of Major H. Brewerton.—The foundation piles have all been sawed off, and the grillage timber laid. The scarp wall has been raised on the six fronts to heights varying from eighteen to twenty-four feet above the foundations; and on front No. 1 six of the embrasures have been commenced. The foundations of the piers and traverse circles have been completed, with the exception of foundations of piers of front 2. On this front, to the east of the gateway, the foundation of the magazine pier has been carried up one foot two inches; those of the remaining piers and cistern walls to the height of two feet ten inches; and that of the parade wall to two feet. To the west of the gateway the foundation of the magazine pier has been raised two feet two inches, and those of the cisterns and parade walls one foot two inches. The wooden portion of the permanent wharf has been sunk in position. 2,196 cubic yards of sand were excavated from the bed of the river and placed within the area of the work during the month of October last, making the whole quantity of filling 87,757 cubic yards.

Balance in treasury October 1, 1858.....	\$108,535 61
Probable amount to be expended by June 30, 1859.....	108,535 61

Fort Madison, Annapolis harbor, Maryland, in charge of Captain M. C. Meigs.—The wharf has been rebuilt; part of the sea-wall has been raised in height; a length of two hundred feet added, and the whole coped; pintle-blocks and traverse circles corrected in height, and, where necessary reset; the foundations of the old fort removed; parts of the parade and glacis graded; tool-house and smith's shop erected.

Balance in treasury October 1, 1858.....	\$10,507 05
Probable amount to be expended by June 30, 1859.....	10,507 05
Estimate of amount to be appropriated for the fiscal year, ending June 30, 1860.....	30,000 00

Fort Monroe, Old Point Comfort, Virginia, in charge of Lieutenant Colonel R. E. De Russy; previously, of Brevet Colonel John L. Smith.—During the fiscal year, ending on the 30th of June, 1858, the seven magazines on front No. 6 have been completed. The pointing of the brick and stone m^{asonry} parade walls of the sever^{al}

the piers and arches of the casemates on fronts 2 and 3, and of breast-height walls of the parapet and covered way has been completed. The exterior slope of the parapet over the magazines on front No. 6 has been repaired and sodded, and the terreplein reformed.

The platforms for 32-pounders at the salients of fronts 3-4, 4-5, have been replaced by two platforms for 10-inch columbiads.

The draw and bridge in front No. 4 have been temporarily repaired, and the draw of bridge No. 7 has been replaced.

The counterscarp at the sluice on front No. 5 has been repaired, and the bridge over the sluice-way rebuilt.

Such temporary repairs as have been indispensable to preserve it in a serviceable condition have been given to the bridge of the permanent wharf.

This work is ready for the entire armament, as originally determined; but all the platforms for guns of heavier calibre designed to replace a part of these are yet to be provided, except the two built this year.

Balance in treasury October 1, 1858.....	\$18,000 00
Probable amount to be expended by June 30, 1859.....	18,000 00

Artesian well, Fort Monroe, Old Point Comfort, Virginia.—No offers have been received for sinking the artesian well by contract, although advertisements were circulated.

It is now expected that proposals will shortly be made upon new advertisements.

Balance in the treasury October 1, 1858.....	\$10,000 00
Probable amount to be expended by June 30, 1859.....	10,000 00

Bridge over Mill creek, Old Point Comfort, Virginia.—This bridge was repaired last fall, by replacing some of the piles, cap, and string pieces, and reflooring about half of the bridge. It will be in serviceable condition for about a year, at which time it should be rebuilt.

Castle Calhoun, Hampton Roads, Virginia, in charge of Lieutenant Colonel R. E. De Russy, since November 24, 1857; previously of Brevet Colonel John L. Smith.—During the fiscal year ending June 30, 1858, the masonry of the casemated portion of the old work has been removed and levelled for the reception of the first course of the new work. The red sand stone of the old embrasures has been moved and piled away; the spaces between the piers and the casemates have been partially filled up for the reception of the flooring of the first tier; the first course of masonry of the new work (excepting the space reserved in the gorge for cisterns) has been entirely laid and the drainage pipes inserted in the piers; the wharf has been completed and two large cranes erected thereon; one hundred and eight piers of granite for the third course, not included in the stone contracted for, have been dressed; a stone arch and other foundations have been built for the lateral extension of the piers that connect with the stair towers; six large building derricks and thirteen smaller ones have been constructed and placed in position for future use.

Balance in treasury October 1, 1858	\$45,048 00
Probable amount to be expended by the 30th June, 1859	45,048 00
Estimate of amount to be appropriated for the fiscal year ending on the 30th June, 1860.....	100,000 00

Fort Macon, and the preservation of its site, Beaufort harbor, North Carolina, in charge of Captain George W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—This work is generally in good condition. A portion of the small balance on hand has been applied to such objects as were most indispensable to the preservation of the fort and wharf, but more yet remains to be done which could not be accomplished with the funds now available. The most important and pressing of the objects yet to be attended to is the repair of the jetties for the protection of the site which do not, in their present condition, fulfil their purpose. To accomplish this they must be built up higher and extended back into the beach.

Estimate of amount required to be appropriated for the fiscal year ending June 30, 1860.....	\$300 00
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Fort Caswell, and preservation of its site, Smithville, North Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—This work has been undergoing thorough repairs, which will be completed this season. The more important of the operations undertaken are the repointing of the masonry generally; stopping leaks in roofs of caponniers; repairing roofs, gutters, pipes, and cisterns of citadel, and renewing decayed wood work, and painting and whitewashing rooms in same; repairing bridges; readjusting slopes and dike; repairing shot furnaces, and building fence around the site. The balance now applicable will suffice to complete the work in progress.

Repairs of Fort Moultrie, Charleston harbor, South Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—Ten columbiad platforms, in the place of those for lighter guns, have been procured and put down upon the channel front of this work, the traverse circles have been laid, the pintle plates set, the interior slope of masonry made to conform to the service of the new guns, the pavement of the terreplein relaid, and every thing made complete for the mounting of the new armament.

Preservation of the site of Fort Moultrie, Charleston harbor, South Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—Nothing has been done during the past year. The building up of the in-shore end of Bowman's jetty will be commenced as soon as the removal of the stone from the channel end, by the commissioners for the improvement of the harbor, is completed. The other jetties should be repaired and strengthened.

Fort Sumter, Charleston harbor, South Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—The entire brick parapet of the barbette battery has been built up to its full height and finished; thus rendering this battery of fifty-three guns complete for service. The interior of the guard room and prison has been finished, two new implement rooms have been built and completed; the two stair towers at the gorge angles have been carried up to their full height, roofed, and completed, and the three others finished. The officers' quarters have been painted, the soldiers' barracks completed as far as possible before the platform arches are turned, and several matters connected with the completion of the quarters, magazines, and ante-rooms, have been attended to. The fort is now capable of mounting seventy per cent. of its whole armament. The magazines are all finished and bomb-proof, and now used to store a large quantity of ammunition. The store rooms are complete. The work remaining to be done is to construct the platform arches and embrasures for the second tier of guns, pave the first and second tiers of casemates and parade side walks, complete the soldiers' barracks, erect a new building for hospital, put up verandas in front of quarters, barracks, and hospital, construct additional cisterns on the parades, lay the traverse rails for first and second tiers of guns, rebuild the end of the stone wharf, provide boat harbors, point the masonry, complete the painting of iron and wood work, put up the portcullis, and attend to various minor details necessary for completing the fort.

Balance in the treasury October 1, 1858.....	\$65,000 00
Probable amount to be expended by June 30, 1859.....	65,000 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	25,000 00

Preservation of the site of Fort Johnson, Charleston harbor, South Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—Nothing has been done during the past year. As soon as it shall be determined to perfect the defences of the harbor against a land and sea attack, it will be necessary to build a new fort upon this excellent position, and for this purpose a new sea-wall nearer the channel than the present one, to serve for the foundations of the seaward walls of the fort, will be necessary. At present the balance in the treasury will be applied to repairing the most important breaks in the present sea-wall.

Repairs of quarters and barracks at Fort Johnson, Charleston harbor, South Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—These repairs, which were commenced some years ago, should be completed at once. The work already done is not available for use in its incomplete state, and the buildings are suffering for further protection.

Repairs of Castle Pinckney, Charleston harbor, South Carolina, in charge of Captain G. W. Cullum until April 28, 1858; since then of Brevet Captain J. G. Foster.—This work has been thoroughly

repaired and placed in a good and efficient condition. The repairs and additions that have been made comprise repainting and cement washing all the walls and arches; repaving the casemates; readjusting the banquetts and terrepleins, repairing the main postern, putting in a new railing, and setting a new granite floor sill at the outer gate; the thorough repairing, replastering, and repainting of the buildings for officers' quarters, barracks, and hospital. Smaller details, relating to the drainage and police of the work, have been made as complete as practicable.

There still remains to rebuild with masonry the second cistern, for which the small amount on hand from the contingencies of fortifications will be sufficient.

Fort Pulaski, Savannah river, Georgia, in charge of Captain J. F. Gilmer.—During the year the decayed bricks in the jambs and arches of embrasures have been replaced and repointed; similar work in the gun casemates has been nearly finished. Brick covers have been built for the gorge stairways. The masonry for the enlarged sluices at the outlet of the feeding canal has been completed and the temporary dams for scouring the ditches placed in position. The work of cleaning the ditches of mud by the rush of tide-water has been commenced and so far carried on with satisfactory results. Materials for the proposed changes in the barbette platforms of the northeast front have been purchased. It yet remains to remodel the gun platforms to suit the new armament, to complete the pointing and other repairs, and to clean the ditches of mud. The work will then be ready for its armament and garrison.

Balance in the treasury October 1, 1858.....	\$13,300 00
Probable amount to be expended by June 30, 1859.....	13,300 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860	500 00

Fort Jackson, Savannah river, Georgia, in charge of Captain J. F. Gilmer.—During the year the arrangement of the sluice-gate and the masonry of the wharf have been finished; the walls and roof of the soldiers' barracks have been built; the foundations of the traverse circles and pindle blocks of the flank defences prepared. The work yet to be done is to complete the construction of officers' and soldiers' quarters, to enclose the gorges of the half bastions, to roof the flank batteries and to establish their platforms, to erect cisterns, build draining culverts, and complete the gateway. The work is now ready for its barbette battery.

Balance in treasury October 1, 1858.....	\$600 00
Probable amount to be expended by June 30, 1859.....	600 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	500 00

Fort Clinch, Amelia Island, Florida, in charge of Lieutenant W. H. C. Whiting.—Expenditures have been directed to building the roof surfaces of northwest bastion in concrete, parapet of northwest bas-

tion, foundations of northwest gallery of communication ; completing embrasures, flooring, and cisterns, of north bastion ; building rear and party walls of officers' kitchens, walls of main store house, to level of the floor girders, foundations of work-shops, and soldiers' privies ; placing the embrasure irons of east bastion ; raising the west and southwest scarps to height of 3' above the parade ; embanking the northwest and west ramparts, and resetting the rampart slopes of the same.

It is proposed to apply the funds asked for to the scarp wall, the ramparts of the channel fronts to receive their armament, and a portion of the garrison quarters to go with the main store-house.

Balance in the treasury October 1, 1858.....	\$7,000 00
Probable amount to be expended by June 30, 1859.....	7,000 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	75,000 00

Fort Taylor, Key West, Florida, in charge of Captain D. P. Woodbury, until December 10, 1857; since then of Lieutenant E. B. Hunt.—The operations of 1857-'58, were specially directed to completing the parts essential to the military efficiency of the work. The scarp has been completed to the bed of the coping around the entire work, except one embrasure space used as a temporary postern ; with this exception all the embrasure irons of the castle are set, and only the gun circles are lacking to the complete preparation of both casemate tiers for their armament. All the flagging and traverse stones of the second tier on the channel fronts and in the gorge bastions were set during the year, and the nine heavy 32' arches of the gorge turned and their piers finished. The only arches remaining to be turned are those covering the gorge magazines, for which the centres have been prepared, and the piers and askewbacks completed. One magazine on the southwest bastion was finished. The guns at this post have all been cleaned and forty-four eight inch columbiads raised and mounted in the second tier. A large part of the appropriation was applied to the purchase of embrasure irons, lead, blue stone flagging, and granite stairs, cordon, and coping. During the season there have been laid 168,314 cubic feet of brick-work ; 2,785 cubic feet of granite ; 49,228 cubic feet of concrete ; 25,438 superficial feet of blue stone flagging ; 72,513 pounds of lead, and 116 sets of gun and howitzer embrasure irons.

The balance available will be applied to paving the first tier, coping of scarp, and parade walls, building breast-height wall of entire work, concreting all the roof arches, laying traverse irons of both tiers ; building six granite stairways, paving the postern, supplying fifty-eight cistern curbs and covers, and miscellaneous. As much will be done towards carrying up the soldiers' quarters as may be found practicable.

Balance in the treasury October 1, 1858.....	\$70,000 00
Probable amount to be expended by June 30, 1859.....	70,000 00
Estimate of amount to be appropriated for fiscal year ending June 30, 1860.....	1,000 00

Fort Jefferson, Garden Key, Florida, in charge of Captain D. P. Woodbury.—The labors of the year have been devoted mainly to the lower tier of guns, its covering arches, and the adjacent scarp.

The scarp wall has been carried up from the level of the lower embrasures to the platform of the second tier of guns.

The casemate arches and all other parts of the work have been carried up nearly to the same level. The iron embrasures of the lower tier, one hundred and seven guns and thirty-five howitzers, have been set in the masonry of the scarp.

With the exception of the gate-way, which will soon be built, the whole of the lower tier is enclosed, covered, and defensible. All its guns may now be mounted and used, although the requisite facilities are not complete.

The appropriation for the fiscal year ending June 30, 1859, of \$150,000, will be applied mainly to the piers and covering arches of the second tier of guns and the adjacent scarp.

Balance in the treasury October 1, 1858.....	\$130,000 00
Probable amount to be expended by June 30, 1859.....	130,000 00
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	1,000 00

Fort Pickens, Pensacola harbor, Florida, in charge of Lieutenant F. E. Prime, since 4th of March; previously of Captain John Newton.—This is a finished work and ready for its guns, according to its old armament; but to secure its efficiency it should be prepared for modern guns of large calibre. The central channel bastion has been got ready during the past year for such guns, and the southwest curtain and bastion are in hand and will be also ready during the present season. The preparation for the new armament has involved extensive repairs to the roof surfaces, and alterations of the parapets, breast-height, and parade walls, and arrangements for drainage. The remainder of the fronts still requires similar alterations for the new armament, and corresponding repairs, which must be executed at the same time.

Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	\$500 00
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Fort McRee, Pensacola harbor, Florida, in charge of Lieutenant F. E. Prime since the 4th of March; previously of Captain John Newton.—The operations of the year have been directed mainly to the repairs and painting of the wood work of the fort, to some masonry and carpentry on the magazine of exterior battery, and to the works for the protection of the site, which has been and still is in a critical condition. These protecting works, consisting of four jetties and a sea-wall, have required in their construction about 780 running feet of 4 and 8 inch piles, and 300 yards of concrete either in bags or boxes. Large quantities of fragments of old masonry have also been thrown in for temporary protection of the foundations, &c. Nine large concrete boxes for the continuation of one of the jetties have been prepared. This work, which is ready for all its armament of the

old pattern, should be prepared for the heavier guns for which it is designed, and, in connexion therewith, extensive repairs must be made to the roofs of the casemates, which leak badly. Further protection to the site should also be promptly made, or this work so important to the defences of the harbor may be undermined and destroyed.

Fort Barrancas and barracks thereat, in charge of Lieutenant F. E. Prime, since the 4th of March; previously of Captain John Newton.—The operations on the fort have been limited to repairs of a magazine in Spanish battery, and general repairs and preservation of wood and iron work. At the advanced redoubt all the masonry without the ditch has been completed, and also within the ditch, except a part of the breast-height wall, the main entrance and the platform for barbette guns. All the joints of coping of main work have been caulked with bitumen, the covered way and traverses put in grass, the terreplein and parapet of main work in a great measure embanked, and the glacis almost entirely graded, the magazines are all finished. At the barracks, the wood and iron work have been repaired and painted and the glazing renewed.

Fort Morgan, Mobile Point, Alabama, in charge of Lieutenant F. E. Prime since 15th February; previously Brevet Major J. G. Barnard.—Repairs of pavement of terreplein of main work finished; 20 columbiad platforms laid and ready for service; the pintles of the remaining guns of main work strengthened by a brick platform; parapet of north bastion covered with experimental brick pavement on one-half and with two coats of plaster on the other; breast-height wall of main work carried to its full height by an 8-inch brick wall, and altered where necessary for the new armament; irons of shot furnaces lackered and doors built up with bricks; fences of fort and officers' quarters repaired, and some repairs to soffits of casemate arches.

Estimate of amount to be appropriated for the fiscal year	
ending June 30, 1860.....	\$500 00

Fort Gaines, Dauphin island, Mobile bay, Alabama, in charge of Lieutenant Fred. E. Prime since 15th February; previously of Brevet Major J. G. Barnard.—The glacis is wholly embanked on three of the fronts and partly on the other two; the parade is partly graded, and the ramparts partly embanked on four of the fronts. Two of the bastions are now raised to a height of 12', and the other three to heights of 14', 8', and 6', respectively. The magazine arches in two of the bastions have been turned, the south and southeast posterns finished, the northeast postern made ready for its arch, and the foundation of the other posterns prepared.

The officer in charge estimates that \$100,000 will be required for the completion of the work.

Estimate of amount to be appropriated for the fiscal year	
ending June 30, 1860.....	\$600 00

Fortifications for defence of the inner passes into Mobile bay, (known as Grant's Pass and Pass au Héron.)—A tower to cover these passes

has been projected, but no actual operations have been undertaken owing to the condition of the treasury, which has required that the expenditures on all new works should be the least possible. No appropriation is asked for the next year.

Balance in treasury, October 1, 1858..... \$99,850 00

Fort on Ship island, coast of Mississippi, in charge of Lieutenant N. F. Alexander.—The actual construction of the fort has not been commenced, the jurisdiction of the site not having been ceded to the United States by the State of Mississippi. The field work of the survey of the site and vicinity of the fort is finished, and the maps nearly completed.

It is proposed to apply the present appropriation to constructing a temporary wharf and temporary buildings necessary for the construction of the fort; to excavating for, and laying the foundations of the scarp and parade walls and piers; to raising the walls and piers to the height of the springing lines of the arches; to turning the arches of the gun rooms and magazines, and to laying the traverse circles of the first tier of guns. No appropriation is asked for next year.

Balance in treasury October 1, 1858..... \$85,000 00

Fort Pike, Rigolets, Louisiana, in charge of Lieutenant W. H. Stevens.—Is in excellent condition. The defence will be increased by the proposed substitution of 4-8" columbiads and 7-8" sea-coast howitzers for as many 24 pounders.

The sea-wall of the hospital needs some extension. For enlarging the gun platforms, rearranging drawbridge, and extension of sea-wall, an appropriation will be needed.

Estimate of amount to be appropriated for fiscal year
ending June 30, 1860..... \$500 00

Fort Macomb, Chef Menteur, Louisiana, in charge of Lieutenant W. H. Stevens.—This work, which is in pretty good condition, is ready for its original armament, part of which should, however, be replaced by 4-8" columbiads and 7-8" sea-coast howitzers, for which platforms are still to be provided. The drawbridge needs some repairs, also the revetment of the counterscarp. The revetment of the bank of the bayou ought also to be extended.

Estimate of amount to be appropriated for the fiscal year
ending June 30, 1860..... \$500 00

Battery Bienvenue, Bayou Bienvenue, Louisiana, in charge of Lieutenant W. H. Stevens.—This work is generally in good condition, and, with the exception of two 8" columbiad platforms is ready for its armament. For the revetment of interior slope of parapet, which needs renewing, it is proposed to substitute a brick breast-height wall

Estimate of amount to be appropriated for the fiscal year
ending June 30, 1860..... \$500 00

Tower Dupré, Bayou Dupré, Louisiana, in charge of Lieutenant W. H. Stevens.—In pretty good condition, and ready for armament except the platforms for two 8" columbiads.

Tower at Proctor's Landing, Lake Borgne, Louisiana, in charge of Brevet Major P. G. T. Beauregard.—During the last year the interior walls and the piers of groined arches of the roof have been raised to their full height, and the first four courses of the latter corbelled out as required; the scarp wall has been raised, except at the embrasures, to the height of 27', leaving 17' 6" of it yet to be finished; the main entrance and the loop-hole openings of the lower story have been completed, and the breast-height walls have been concreted to 8' as called for. The revetment of the outer ditch has been finished, grillage foundations of breast-height walls and gun platforms laid, and the iron girders and beams of the first and second floors have been put in position.

The bottoms of both ditches have been levelled, the parapet of the exterior battery roughly formed and rammed, and the breast-height wall foundations of the land fronts loaded.

To complete this work it will be necessary to raise the scarp wall of the towers to its full height; to put up the drawbridge, all the castings of which are made; to put in the iron embrasures of the second story, and segmental arches of the first and second floors; to construct the groined arches of the roof and third floor, and finish generally the interior of the tower as quarters. The permanent quarters in the exterior battery have also to be finished, the breast-height wall of the latter constructed, and parapets formed properly and levelled. The pintle blocks and traverse circles of its armament, which have been received but not yet set, will have to be laid, the magazine constructed, and the levee around site of fort raised one foot and strengthened.

Estimate of the amount to be appropriated for the fiscal	
year ending June 30, 1860.....	\$500 00

Fort Jackson, Mississippi river, Louisiana, in charge of Brevet Major P. G. T. Beauregard.—The means at present available will complete the construction of the lower exterior battery, so as to have it ready for its proposed total armament of 31 barbette guns by the 1st of January next. The residue of the appropriation will be expended in repairing, raising, and strengthening the small levee around the site of the fort, which has been completely overflowed by the late extraordinary rise in the waters of the Mississippi river.

The main work, which is in good defensible condition, has many of its casemates and barbette guns already mounted, and the balance could be mounted at any time.

Balance in the treasury October 1, 1858	\$5,650 00
Probable amount to be expended by June 30, 1859.....	5,650 00

Fort St. Philip, Mississippi river, Louisiana, in charge of Brevet Major P. G. T. Beauregard.—Since the last annual report the operations at this work have consisted in reconstructing in timber founda-

tions the relieving arches of face 2, and part of those on face 5, with their corresponding parapets; increasing the width of foundations of some other relieving arches of land fronts, and nearly completing other repairs of some fronts.

The sum available on the 30th of June, 1858, will complete the repairs of the interior of the work; that is, relevel and repair all walls and parapets disturbed by unequal settlement, level parade and construct its gutters and drains, and set all pintle blocks and traverse circles. The additional sum of \$10,000 is needed to excavate the main ditch to its proper depth; to finish glacis, breast-height walls, and terrepleins around the fort; to repair upper and lower batteries, and put in good order all their gun traverses; and to repair levee all round the site of the work.

At present the 28 gun platforms of the old amament of the lower exterior battery are in good order and condition. The change of ten of them to columbiad platforms, and the resetting the 28 gun platforms of the upper exterior battery, which are entirely out of level now by undue settlement, will be effected as soon as an appropriation for the purpose shall be granted. Those of the interior of the main work (37 in all) will be set ready for their guns before the expiration of the present fiscal year.

Balance in treasury October 1, 1858	\$5,669 24
Probable amount to be expended by June 30, 1859	5,669 24
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.....	500 00

Fort Livingston, Grand Terre island, Louisiana, in charge of Lieutenant W. H. Stevens.—This work, which has been standing several years in an unfinished condition, awaiting its final settlement, may now be completed. It still requires for its efficiency the grading of the parapets, laying the gun platforms, completing inside quarters, drawbridge, and magazines; grading glacis, raising floor of counterscarp gallery, and completing works for the security of the site. These works for the protection of the site have been carried on to some extent during the past year.

Estimate of amount to be appropriated for the fiscal year ending June 30, 1860	\$600 00
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Fortifications for the defence of the entrance to Galveston harbor and bay, Texas.—Here, as at other new works, no operations have been undertaken, owing to the necessity of reducing expenditures as much as possible, on account of the condition of the treasury.

Forts on the frontier of Texas.—From the failure of obtaining titles to the sites, no actual operations could be undertaken.

Fortifications on Fort Point, entrance to San Francisco bay, in charge of Brevet Major Z. B. Tower.—During the year the work generally has been carried up two stories, with the exception of turning the third tier of arches of gorge.

The scarp throughout the entire length has been carried up an average height of 27 feet, including the construction of 60 gun embrasures. The piers of the second tier have been carried up $10\frac{1}{2}$ feet; upon them have been turned the arches and communication arches, and the sprandles filled with concrete.

The piers of the third tier, excepting those next parade of gorge, have been carried up—those of the water fronts $6\frac{1}{2}$ feet, and those of the gorge $7\frac{1}{2}$ feet. The arches and communication arches of the water fronts have been turned, and upon the arches has been built the parade retaining wall of the terreplein to the proper height to receive its coping. The masonry of the four service magazines for the second and third tiers has been carried up, including the setting of the stone steps—one of them 22 feet, another $32\frac{1}{2}$ feet, and the third 24 feet. The iron work of the gallery in front of the officers' quarters, including the stone bases, columns, girders, and entablature, has been put up.

The masonry of the counterscarp gallery, including the construction of five howitzer embrasures, has been commenced, and finished to receive the covering of asphaltic mastic, except the pavement, pointing of arches, and coping. The sum asked for will be applied to completing the main work.

Balance in treasury October 1, 1858.....	\$153,834 70
Probable amount to be expended by June 30, 1859.....	153,834 70
Estimate of amount to be appropriated for fiscal year ending June 30, 1860.....	50,000 00

Fortifications on Alcatrazes island, San Francisco bay, California, in charge of Lieutenant F. E. Prime until December 31, 1857; since then of Lieutenant J. B. McPherson.—The earth in front of scarp wall and caponnière of south battery has been graded, and a concrete slope of 2' wide and 6" thick carried along the foot to throw the water from the foundation; a small remaining portion of the parapet of three-gun battery sodded, and concrete slopes formed in vicinity of south wing wall to render the bank more difficult of ascent.

Four hundred and eighty-six running feet of coping have been laid on scarp walls of north battery, caponnière, and ten-gun battery, breast-height walls finished, parapets filled and sodded, and masonry parapet of caponnière paved with brick; circular brick retaining walls, stone platforms, traverse circles, and banquetts finished.

In the west battery the parapet has been filled and sodded; gun platforms, traverse circles, and banquetts completed; shot furnace built; masonry and carpenters' work of magazine finished, and roof surfaces covered with asphalt.

The masonry of guard house has been finished, stone steps leading from level of roadway through same to terreplein, hence to road leading to barracks set, and small brick retaining wall in rear built and coped. The defensive walls, adjacent to the guard house, leading to ten-gun battery and the wharf, built ready for the coping.

The excavation for the defensive barracks, counterscarp wall, and cistern has been completed, main walls on north and west fronts car-

ried 12' 8" above the basement floor, and on east and south fronts 9' 6½"; the partition walls of the basement story carried to a level of main floor, cast iron girder set, and brick arches turned and levelled up with concrete ready to receive the flooring strips. Some few necessary repairs have been done to the wharf, and considerable progress made in escarping on the east and west sides of the island.

The balance available will be applied to completing the details of the batteries, caponnières, guard house and walls, barracks, and replacing wooden platforms in the north and south batteries by stone. To finish the above works and construct additional cisterns, service magazines, &c., an appropriation is asked.

Balance in treasury October 1, 1858.....	\$38,749 28
Probable amount to be expended by June 30, 1859.....	38,749 28
Estimate of amount to be appropriated for the fiscal year ending June 30, 1860.	50,000 00

Respectfully submitted,

H. G. WRIGHT,

Captain of Engineers in charge of Bureau.

Hon. JOHN B. FLOYD,
Secretary of War.

REPORT OF THE BOARD OF VISITORS TO THE UNITED STATES MILITARY ACADEMY AT WEST POINT.

UNITED STATES MILITARY ACADEMY,
West Point, New York, June 13, 1858.

SIR : The Board of Visitors appointed to attend the annual examination of the Military Academy at West Point have the honor of submitting the following report :

On the first day of June, 1858, the undersigned assembled at this place, and on the following day proceeded to an organization for the transaction of business. The president of the board appointed special committees to examine into the actual state of discipline, instruction, police, administration, fiscal affairs, and other concerns of the institution, and the result of such examination, made known at the several meetings of the board, is embodied under the different topics of this report.

INSTRUCTION.

The board devoted six hours each day during their session to attending the examination of the cadets. The first or graduating class was examined in engineering, civil and military, in ethics and moral philosophy, in constitutional and international law, in chemistry, mineralogy, and geology, in infantry, cavalry, and artillery tactics. With the result of the examination of this class the board were entirely satisfied. The promptness, intelligence, and skill evinced by the members of this class furnished conclusive evidence of the excellent intellectual training to which the students at this institution are subject. The examination of the first class having been completed, the academic corps and the Board of Visitors proceeded with the examination of the several other classes of cadets. The board cannot repress the expression of profound admiration of the examination in philosophy and mathematics. The proficiency of the cadets in these most important branches of military education furnished gratifying proof of the fidelity with which the distinguished professors of these subjects had discharged their duties, as well as of the great industry and intelligence of the cadets. In each department of this wide subject the knowledge evinced was thorough and exact. The ability and great experience of Professors Bartlett and Church, the instructors in natural philosophy and mathematics, have rendered their respective courses, theoretically and practically, as perfect as possible to make any similar course of instruction. In chemistry, drawing, Spanish, painting, French, rhetoric, elocution, and logic, the examinations afforded evidences of very creditable attainments upon the part of the cadets. The examinations in each of these studies were thorough, and of a character well calculated to ascertain the proficiency of the student in each branch or department of study.

Among the most interesting exercises of a thoroughly practical character were those in the use of the bayonet and sword. They have recently been introduced, and promise to be of great utility in the service, as the use of these weapons will be taught by the graduates of this institution to the infantry and dragoons of the regular army. It affords the board much pleasure to award to the academic board great praise for the admirable and thorough manner in which the examinations were conducted of the several classes of cadets, as well as for their uniform courtesy towards the whole corps of cadets during the progress of the examinations. The cavalry, artillery, and infantry exercises of the cadets were of daily occurrence during the sessions of the board, and afforded great satisfaction. Nothing can be more perfect, striking, and beautiful, than the exercises of the infantry in the system of tactics introduced by the present commandant at this point. There are no soldiers in the world who perform their military exercises with more beauty and skill than the cadets at this institution. Daily opportunities were afforded the board, during the afternoon drills, of observing the effect of the admirable instruction which the cadets received during the whole period of their service here in military tactics. There should, in our opinion, be an appropriation of \$10,000 made for the purchase of new cavalry horses for the use of the cadets. The horses now here are employed indiscriminately for artillery and cavalry exercises, and many of them are old and almost worthless. Some of the horses have become dangerous from decrepitude and old age, and as the cavalry exercises are conducted in the hall of the riding school, accidents arising from the worthlessness of many of these horses might result in the serious and permanent injury of the cadets.

We regard the present course of instruction in ethics, rhetoric, logic, history, and literature, as sufficiently extensive, and it would be difficult, in our opinion, to make any material addition to the course without trenching upon other and more important departments of study. Besides discharging diligently and faithfully the responsible duties of chaplain and religious instructor, the present professor of ethics, logic, history, and literature, is also required to teach constitutional and international law, and, under the provisions of the five years' system, will also teach the law and evidence of courts-martial. In institutions where these subjects are well taught they are usually assigned to no less than three professors, who are usually men of profound legal attainments. We therefore recommend the creation of a new professorship, viz: that of constitutional and international law, and of the law of courts-martial. It would not be injudicious to appoint to the new professorship some gentleman familiar, by early education and experience, with all that pertains to these subjects.

The experience of the world is eminently favorable to the employment of jurists, rather than clergymen, to teach the rudiments of law, and we are not advised of any other instance than that of the chaplain of this institution where the subjects of constitutional and international law, as well as of the law of courts-martial, are entrusted to the clergy.

ARTILLERY.

In inspecting the military organization of the Academy, the board have been impressed with the importance of selecting, as instructors in the several military departments, those officers, exclusively, who belong to the particular arm of the service whose duties they are called upon to teach. Thus, for example, and more especially in the department of artillery—a corps regarded in all other armies, save our own, as second only to that of the engineers—we would suggest, as a modification of the instruction at the Academy, that the subject should be taught by artillery officers alone; that the theory and practice should be more intimately blended by requiring instruction to be given by those who are equally experienced in both. We present great inducements for efficiency in any department by placing it under an officer whose pride in his particular arm will always urge him to make the system as perfect as possible. And, in this view, we deem it advisable that the corps of artillery, so efficient a branch of our military system, should be adequately represented at the academic board by instructors selected as above mentioned, who may there exercise the influence and force necessary for that department.

CIVIL AND MILITARY ENGINEERING.

The result of the examination on the subject of military and civil engineering was entirely satisfactory to the board. Although most thorough and searching, the members of the graduating class evinced exceedingly creditable and praiseworthy familiarity with this most important and essential department of military education. The board have only to regret that the present *programme* of studies at West Point does not allow sufficient time to the study of the theory and practice of civil and military engineering. The present very able and experienced professor in this department and his assistants are required to teach a course of studies which, in all the principal military schools of Europe, is assigned to four distinct professorships in each military school. We are convinced that the text-books, lectures, illustrations, models, architectural designs, maps, &c., used by the instructors in this department, are admirably adapted to the necessities and requirements of military and civil engineering in this country. The principal text-book of the course, although the work of a distinguished American (Professor Mahan) is one of the best known to the profession. Endorsed by the most distinguished civil and military engineers of the age; adopted, as a text-book, in this country and abroad, into many of the principal universities and military schools; translated into several of the languages of Europe; the leading work from which the engineers of our own army have obtained their stores of valuable knowledge, it is, above all others, the volume best suited for this institution. Our attention was also particularly directed to the happy and admirable adaptation of the

whole course of instruction in this department to the wants, characteristics, and physical peculiarities of military and civil engineering in this country. Whilst the great European authorities upon the subject of engineering are very properly not ignored in this department, nor the student denied the advantage which must arise from the study of the works of eminent English, German, and French engineers, the utmost care is taken to familiarize the student with all that relates peculiarly to American engineering. In the principal text-book of the course we find particular and most minute information respecting American building materials for forts and all other public works, such as American stone, timber, metals, mortars, cements, &c., and also as to American bridges, roads, masonry, fortifications, railroads, canals, rivers, and seacoast fortifications. In the "section rooms," or "halls of instruction," for the classes in engineering, we are pleased to observe plans, models, and drawings of all the great architectural triumphs of American military and civil engineering.

The board, after the most careful and thorough examination of the whole course of instruction in civil and military engineering at this institution, are entirely satisfied, and unanimously of the opinion that it meets every requirement of the service, and reflects eminent credit upon the distinguished professor who has trained for the army so many young and accomplished engineers, of whom the nation is justly proud. Meeting, as it does, the highest approval of distinguished and experienced engineers and veteran officers of the army, who have tested its efficiency in war and in peace, we give to it our most cordial and unqualified approval.

ASSISTANT PROFESSORS.

The attention of the board was particularly attracted to the present method of appointment of assistant professors.

The comparative smallness of the corps of permanent professors, and the great importance of the subjects of education intrusted to their care, renders the method of selecting the assistant professors a matter of great importance in many points of view. Although the labors of the assistant professors are carefully supervised by their principals, yet the qualifications of the adjunct professors should be of the highest order. Facility in imparting instruction, familiarity with the studies of their departments, and experience in giving information, are essentially necessary to the teacher. These essentials are, in our opinion, not attained by the present system of appointing assistant professors. Without consultation with the members of the permanent academic staff, and frequently without the slightest inquiry respecting their qualifications, officers of the army are assigned duties at this institution as assistant professors; not only are they required to act as assistant professors, but they are also allowed, by the rules of the service, too short a time at this place to acquire the necessary information and experience to render them useful and efficient instructors.

The department, in our opinion, before assigning an officer to the duties and responsibilities of the post of assistant professor, should ascertain that he is perfectly familiar with the subject-matter of the studies of his course. The inquiry should be as to the *speciality* of the officer. His duties should be made congenial to his favorite subjects of study. He should bring to the discharge of the duties of his chair that devotion to science and enthusiasm in pursuit of knowledge without which the teacher is never efficient. This applies more particularly to the claims of military and civil engineering, natural philosophy, chemistry, geology, mineralogy, and ethics. Great respect should, in making the selection of assistant professor, be paid to the wishes and preferences of the distinguished resident professors. They are necessarily the best possible judges of the qualifications and attainments of the graduates from this institution. The officers of the army have passed in review before them for many years past. They are also vitally interested in the selection of able assistants. Their own reputation, to no small extent, depends upon the faithfulness and intelligence of their assistants, and their own labors are materially diminished by those of competent adjunct professors.

Nothing can, we respectfully submit, be more injurious to the interests of the country and the Military Academy than the frequent changes in the *personnel* of the assistant professors, especially so whilst the present policy of appointment prevails, which seems to have not the slightest reference to the attainments and qualifications of the assistant professors as instructors of youth.

An officer, for instance, graduates at this institution, and, after four months' furlough, is ordered to the frontier, where he spends five or six years, with no opportunities or incentives to scientific or intellectual improvement. His recollection of the elementary instruction which he received at West Point becomes each year more shadowy and indistinct. Neither the society nor the demands of the service in New Mexico or Washington Territory tempt the young officer to pursue his mathematical and philosophical and ethical studies. He is, however, under the existing policy of the department, liable at any moment to be assigned to duty as assistant instructor at West Point. Unless a person of unusual talents and prodigious memory, he returns to the Academy not half as familiar with the studies of the institution as when he left it as a young graduate. Years must necessarily elapse before he can master the details of the subjects of instruction intrusted to his care. He is required to teach what, in point of fact, he does not know, and to instruct where he needs instruction. He is therefore not unfrequently an *incubus*, rather than an assistant of the principal professor. His own information is obtained by cramming, and is too crude to be valuable to his pupils. By the present system, when the assistant professor has, by intense application, overcome the disadvantages under which he labors when appointed, and begins to be useful and valuable to the Academy, he is ordered away to some other post, and his place supplied by some officer fresh from the rough service of the frontier. When it is recollected that the cadets of the junior classes, youths of slender acquirements, requiring the most

careful and patient instruction, are taught mainly by the assistant professors, the evils of the existing system and the necessity of some such modifications as those recommended by the board must be evident to those familiar with the system of instruction at this institution. We have also made many inquiries, and feel assured that our views meet with the cordial approval of those possessing the largest experience and most intelligent appreciation of the wants of the institution.

APPOINTMENT OF CADETS.

The attention of this, as of many former boards, was directed to the fact that of the eighty or ninety new cadets who are annually admitted at this institution, rarely more than one-third graduate. The government, in consequence of the difference between the number of admissions and graduates, incurs annually a large and utterly unnecessary expense in the maintenance of young gentlemen who, after one or two years spent at the Military Academy, are either dismissed or required to resign in consequence of alleged incapacity to master the course of studies designed to prepare them for military usefulness to the country. How to relieve the government of this annual expenditure, from which no advantage is derived, and also how to avoid the mortification which the failure of so large a number of young men carries home to so many families and friends in every section of the Union, are subjects well deserving consideration and attention.

A very large majority of the cadets who fail to graduate are not dismissed for misconduct in the violation of the laws for the government of the Academy. Those who cannot maintain a respectable standing in their classes, and have from failures at recitation received the fatal number of demerits, are required to leave. Mental incapacity and ignorance, which is the result of poverty and neglect in early youth, are not crimes, although their effects are, at an institution of learning like this, classed amongst offences. The present method of appointment secures for West Point a large and never-failing supply of the material out of which such "offences" are made. A wise discretion is rarely, if ever, exercised in the nomination of cadets for appointment by the President. Inquiries are seldom made respecting the talents, education, and peculiar mental fitness of those who are nominated. Personal friendship, and, still more frequently, political consideration, control those who possess the power of nomination for appointment. Hence it happens that a large number of the new cadets have not the requisite qualifications for success at this or at any other college in the Union, where graduation is not a matter of course after the payment of fees for matriculation. Many candidates for admission present themselves who are ignorant of the elements of education. We desire merely, in general terms, to recommend some change in the existing system, leaving to more able and experienced men to work out the desired reform. The field from which to select cadets should be enlarged by allowing a larger number of candidates for admission than are now allowed by law.

The controlling object of the government should be to invite competition among the youths of each congressional district for these prizes. When a vacancy occurs in a congressional district, no boy ambitious of obtaining the appointment of cadet should be denied the privilege of becoming a candidate for admission. The present "close borough" method of nomination has no reference to the talents or merits of the youth who receives the appointment. The people would feel that they had a substantial, tangible interest in the success of this military school did the father of every promising boy know that his son, if superior to his competitors, would win the prize of an honorable position in the army. The prejudices now existing against West Point in many sections of the republic would disappear if it should cease to be an institution where the power of nomination is entirely in the hands of politicians.

It is the boast of our government that it fosters talent and invites competition for all offices of the republic. As far as the selection of officers for the army is concerned, there is no truth in this theory. There is no fair and full competition for the cadet appointments. There is no reference, in the large majority of instances, to the intelligence and merits of the new cadets. We are far behind governments less liberal and democratic than our own in the method of appointing cadets for the army.

The sagacity and military experience of other countries have long since taught them the importance of securing, by generous competition, the very best talent for the army. Cadets are in many countries of Europe selected from a number of candidates—the selection always falling on the most talented and promising youths. In France, for instance, where the first military schools of the world exist, there is no favoritism exercised in the appointment of cadets to the military schools. In one of the States of this Union a normal school modelled after West Point, the superintendent and professors at which are graduates of West Point, has been for nearly twenty years in successful existence, where a Board of Visitors annually select from several hundred applicants for admission those best qualified to repay the State for the money expended on their education.

The result of this course, if pursued at this institution, would be the selection of the ablest youths of the land for the army, without regard to their social rank, political influence, or condition in life, and the graduation of nearly all those who are annually admitted to West Point as cadets.

DISCIPLINE.

The existing regulations for the government of the institution are, in the opinion of the board, eminently calculated to produce the results aimed at. Their tendency is to prevent or punish all neglects, disorders, misbehavior, or immoralities of which the cadets may be guilty; to disallow everything to the prejudice of good order and military discipline.

In discipline, no arbitrary despotism can be exercised over the cadet. By the regulations alluded to, each month the parent or guardian of the cadet is informed of his conduct, whether the same has been meritorious or otherwise. Like information is communicated to the War Department. If punishment or reprimand has been awarded, the name of the offender, the offence, and its punishment, are also specially reported each month. If a cadet shall consider himself wronged by another, or by any officer of the Academy, he has a right to complain to the superintendent; and if the proper redress is refused, he may appeal to the War Department.

The duties of the cadet as well as those of the officers of the institution are prescribed, known, and well understood. The rights of all are protected and guarded against. Under such a system the discipline cannot be despotism.

On the whole, the board believe the system of government highly conducive to the training of the cadets in the duties of the accomplished soldier. They find a high state of discipline to exist among them. This is the best commentary on the excellency of the rules and regulations for the government of the institution, and the efficiency of the officers by whom they are enforced.

POLICE.

The police arrangements of the Academy merit the approval of the board. Every regard to the health and comfort of the cadet is exhibited that is not incompatible with the discipline of the institution.

PUBLIC BUILDINGS AND GROUNDS.

The board, after a careful survey, are pleased to express their satisfaction with the care and attention paid to the preservation, neatness, and healthy condition of the public buildings and grounds. We would, however, suggest that much embarrassment has already grown, and may continue to grow, out of the subject of assigning quarters to the different members of the academic and military staff at the Academy. The difficulty is one that involves the comfort and harmony of all parties immediately concerned; and it is most desirable that some means should be adopted by which it may be obviated. Under the existing arrangement, only a certain portion of the academic board have quarters assigned them by the superintendent, while all other officers on duty at the post choose their own quarters according to their respective army rank. In consequence of this, many junior professors and instructors of high attainments and of invaluable service to the institution are confined with their families in quarters entirely inadequate to their reasonable wants. We commend, therefore, for consideration, whether these inconveniences should be remedied by an increase of quarters, or by a change in the present method of assigning them. Whether the one or the other mode shall be adopted, we are

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convinced that the subject should receive an early and practical attention.

The board would also recommend that an appropriation be made by Congress to light with gas the riding hall connected with the institution. During the short days of winter the exercises in cavalry tactics, at the close of the academic hours of study, must, on account of the darkness, be greatly neglected, unless a place other than the parade ground is provided for practical instruction. The educational wants of cadets, and, indeed, the success of the institution, require that the time now allotted to the theoretical departments should not be encroached upon; and in however an attractive form the practice may present itself as distinct from theory, experience teaches that the one should not be fostered at the expense of the other. Deeming it, then, unadvisable to limit the standing course of studies at the Academy, it is desirable that during the winter season a suitable place should be provided, where that portion of each day may be occupied in receiving practical instruction in cavalry tactics, which might not otherwise be so usefully employed.

FISCAL AFFAIRS.

In examining the fiscal affairs of the Military Academy, the board were offered every facility by the departments intrusted with the disbursement of the annual appropriations made by Congress for the benefit of the institution. The accurate and methodical system adopted by these departments is worthy of all praise, and lightened not a little the labors of the board. Everything there is constantly administered in a most praiseworthy manner, while every dollar expended is subjected to a constant watchfulness, and made to bring its full value, under the rule of economy which pervades these and other departments of the institution. If this were not so, it would be impossible to conduct such an institution so thoroughly and efficiently upon so small an annual appropriation—an appropriation exceedingly limited when compared with the variety and multiplicity of the objects dependent upon it.

The financial system pursued with the cadets—the numerous but necessary checks that are interposed in the expenditure of such moneys as may be deposited on their admission, together with their monthly pay—the requirement of keeping an accurate, systematized account of all their expenses, are most admirably calculated to secure them from imposition, while they are thus easily taught the strictest economy in the management of their funds, since they are constantly reminded by a reference to their check-books of the extent of their income and the objects to which prudence requires they should appropriate it. The habit of economy thus learned here teaches that prudence in the management of their affairs, without which, very often, all other attainments are obscured or rendered wholly useless, and without which men are but little suited for the simplicity and salutary equality which are not only taught by, but result practically

from, our institutions. The cadets, therefore, by such a system, learn lessons of order and economy that become of the utmost value to them in after life, and which have already so distinguished the graduates of this Academy, that the experiment of making them the disbursing agents of the government on its public works has been eminently successful. And it is doubtless from this cause that they present the excellent example of having disbursed millions of the public funds without a dollar's defalcation. The lessons of order and economy taught here thus render them invaluable agents of the government, and will compensate the nation even in this regard alone for the very moderate expenditure incurred in their education.

By the act of February 16, 1857, the following were the appropriations for the support of the Military Academy, viz:

For pay of officers, instructors, cadets and musicians.....	\$91,106 00
Commutation of subsistence.....	2,044 00
Forage for officers' horses.....	864 00
	<hr/>
	94,014 00
Of this amount, as appears by schedule marked A, attached to this report, there has been received from the United States on account of the cadets.....	78,605 10
Expended for their benefit from 1st May, 1857, to 1st May, 1858.....	77,758 61
	<hr/>
Balance unexpended.....	846 49
	<hr/> <hr/>

By the same act, above alluded to, there were appropriations made for the current and ordinary expenses for the Academy for the fiscal year ending July 1, 1858...

Which, with balance on hand July 1, 1857.....	67,165 00
And amounts received from other sources	19,362 87
	<hr/>
Make a total of.....	242 81
Of this there has been expended, as appears by schedule marked B, up to June 7, 1858.....	86,770 68
	<hr/>
Leaving available for balance of fiscal year in Quartermaster's Department.....	69,909 34
	<hr/> <hr/>
	16,861 34

The board have not deemed it necessary to submit with these tabular statements the amounts disbursed in the pay of the faculty and officers attached to the Academy, which will entirely absorb the balance of the appropriation of \$91,106, made by the act of February before mentioned.

GENERAL ADMINISTRATION.

In regard to the general administration of the academy, the board feel great satisfaction in being able to bear testimony to the successful and harmonious operation of the varied departments of an institution which in its results has impressed itself so strikingly and favorably on our country. The best test, it is submitted, of the value and efficiency of any system will be found in its absolute and comparative advantages as illustrated by experience, as manifested in its ability to fulfil the objects of its creation, and by the contrast afforded in the operation of like institutions of other countries. Judged by this standard, we think that the alumni of West Point have only to point to their uniform achievements in the line of their profession to vindicate the wisdom which founded the academy, and the well-sustained discretion and scientific learning which have conspired to bring about such favorable results. We are satisfied that a code of military regulations and discipline—a scientific curriculum and a liberal and elevated economy, which, in their various ramifications, all tend to such a successful issue, should not be changed or modified merely for the sake of experiment. The board are, therefore, prepared to give their unqualified approbation to the entire system, and the manner of its administration. It is not to be inferred that in thus announcing their inability to discover defects, none exist, and that improvements may not be made. It is supposed, however, that the one or the other will be best discovered and most appropriately remedied by those whose lifetime of scientific information has been devoted to the institution, and whose pride and honor it is to be identified with its prosperity.

The board are satisfied that the auspices under which the academy is now beheld present it in its most favorable aspect, which is sufficiently accounted for when it is remembered that the distinguished and accomplished Major Delafield is the superintendent, sustained, as he is, by a corps of assistants and instructors whose capacities for the duties devolved upon them satisfies his own elevated standard. The reputation of more than one of the professors and officers at West Point has become the property of the country. It is deemed scarcely necessary to occupy space with an enumeration of the various departments made, of instruction, names and number of instructors, &c., &c. This information is annually given to the public by the War Department, and is accessible to all who take an interest in our military system. The board however, impressed to a certain extent with the propriety of views heretofore given, are satisfied that controlling reasons demand a change, and, as they think, a great advantage in one particular, and that is the elevation of the superintendent for the time being to the office of local colonel of engineers. An increase of rank to a worthy officer necessarily gives an increase of dignity in the estimation of all with whom he is thrown in official relations; a higher respect engendered and a better enforcement of authority follows; a reciprocal advancement is felt by all the subordinates; the desire of

approbation is increased in proportion to the elevation of the quarter from which it proceeds, and a corresponding efficiency in all departments ensues. More particularly, however, is this change deemed necessary from the fact that the position of superintendent necessarily involves an expenditure that, doubtless to an officer dependent on his pay, is often a source of inconvenience and annoyance.

West Point is situated near the commercial metropolis of the Union ; near the great centres of travel and of trade ; is a place of remarkable natural attraction ; of great historical interest, and the chief institution of learning belonging to the republic, and, altogether, combines sources of intellectual pleasure hardly belonging to any other portion of the country. It is the common centre of the affections of the army. It is, or should be, neutral ground for all contestants, however asperities may exist elsewhere. A visit at the annual examination will at once disclose the great interest felt by all officers not on duty, to whom it is accessible, and who make it a point to congregate there at that period, and who avail themselves of other times of convenience to revisit it, both for the purpose of consulting the library and of reviewing familiar scenes. The house of the superintendent should, by a liberal legislation, be made the home, for the time, of those whom he would be glad to see. The dispensing of a kind hospitality in these reunions, it is thought, would have the happy effect of cultivating the kindlier feelings of those upon whose zeal and cordial co-operation in times of difficulty and trial so much depends. Besides this, distinguished men of our own and other countries are continually attracted hither ; and it would be an outlay yielding large return if the commander of the post were enabled by additional rank and the consequent emoluments, to represent to a proper extent the hospitality, as well as the military and scientific character of our country. A commander of any European post of any consequence is generally for the purpose last mentioned munificently supplied with means by his government. And it scarcely requires argument to prove what daily experience inculcates and establishes, that the social amenities of life, even when casual to the mutual participants, are often productive of lasting and beneficial results to those concerned. To a country so wealthy as ours the small expenditure involved would scarcely be estimated, and would, even if far less of good was likely to result, be amply justified. The liberality of the military profession is proverbial the world over—that of our country certainly forms no exception ; and hence more than is ordinarily required in the line of hospitality is the practice. Upon one in high station the proprieties of this duty continually press, and cannot be ignored. A superintendent of West Point is selected on account of acknowledged ability and fitness ; he belongs by law to the first branch of the service. His position is the reward of merit. But it necessarily entails more than ordinary outlay ; consequently, if of small private means, he is rewarded by position on the one hand and punished by the obligations it imposes on the other. This ought not

GENERAL ADMINISTRATION.

In regard to the general administration of the West Point, the superintendent necessarily feel great satisfaction in being able to bear testimony to the efficient and harmonious operation of the varied departments, which in its results has impressed itself so strongly upon the mind of the superintendent. The best test, it is submitted, is the fact that the efficiency of any system will be found in its ability to fulfil the objects of its creation, and by the operation of like institutions of other countries, we think that the alumni of West Point, to their uniform achievements in the line of the military and naval professions, attest the wisdom which founded the academy, and the discretion and scientific learning which have produced such favorable results. We are satisfied that the regulations and discipline—a scientific curriculum, an elevated economy, which, in their various results, has produced such a successful issue, should not be changed for the sake of experiment. The board are, therefore, their unqualified approbation to the entire system of its administration. It is not to be inferred that their inability to discover defects, none exist, may not be made. It is supposed, however, that the best will be best discovered and most appropriately applied, whose lifetime of scientific information has been acquired, and whose pride and honor it is to be perpetuated.

The board are satisfied that the auspices under which the academy is now beheld present it in its most favorable light, and sufficiently accounted for when it is remembered that the accomplished Major Delafield is the superintendent. He is, by a corps of assistants and instructors, the duties devolved upon them satisfies his own reputation of more than one of the professions. West Point has become the property of the country, and necessary to occupy space with an enumeration of the improvements made, of instruction, names and numbers. This information is annually given to the board, and is accessible to all who take an interest in the system. The board however, impressed with the propriety of views heretofore given, are satisfied that no reasons demand a change, and, as they think it particular, and that is the elevation of the academy, being to the office of local colonel of engineers, to a worthy officer necessarily gives an impression of all with whom he is thrown in contact, respect engendered and a better enforcement of reciprocal advancement is felt by all the

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the proportion to the elevation of the quarter and a corresponding efficiency in all departments, particularly, however, is this change deemed at the position of superintendent necessarily convenient and annoyance.

near the commercial metropolis of the of great historical interest, and the belonging to the republic, and, altogether, al pleasure hardly belonging to any e, neutral ground for all contestants, elsewhere. A visit at the annual ex- the great interest felt by all officers ble, and who make it a point to con- who avail themselves of other times for the purpose of consulting the scenes. The house of the superin- ation, be made the home, for the glad to see. The dispensing of a t, it is thought, would have the lier feelings of those upon whose s of difficulty and trial so much men of our own and other coun- ; and it would be an outlay der of the post were enabled by emoluments, to represent to a l as the military and scientific er of any European post of any e last mentioned munificently ent. And it scarcely requires nce inculcates and establishes, hen casual to the mutual par- and beneficial results to those ours the small expenditure nd would, even if far less of tified. The liberality of the ld over—that of our coun- e more than is ordinarily ractice. Upon one is nually press, and it is selected as belongs by law e reward of outlay; on sition on the other

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aqueduct, I beg leave to of that work, appended

er, in charge of Major H. ail the 24th of February, as to make it necessary to to harbor for safety. Ad- of work to overhaul and boats, &c., and caulk the erations on the river on the he 29th of the same month. e line of the new channel by t 1, 1857, to June 30, 1858, is now available for vessels draw- the 7th of this month one of a) that has ever been in the port a city through the new channel, at the time, with the tide 14 inches vessel could, no doubt, have been with a draught of 21 feet, as there p's keel was near the bottom. It is d should be dredged out to the depth rly as practicable, that it may be made s of vessels frequenting the port, and for ked to be appropriated for the next fiscal the available means for this improvement rk must be suspended in the month of Sep-

ons at the mouth of the Susquehanna river, near charge of Major H. Brewerton.—For the reasons annual report, no progress has been made in remov- as at the mouth of this river; but as the machinery Patapasco river improvement has become available since intended to employ the United States steam dredges ng in removing those obstructions. appropriation is asked.

x river improvement.—The operations on this river, con- edging the channel way, have been prosecuted under a h the city of Petersburg to the extent of the remaining the appropriation, the final payment having been made 22, 1858.

to be ; a remedy to a just extent, it is believed, will be found in the change suggested.

All of which is respectfully submitted.

JNO. W. DAVIS, of Indiana,

President of the Board.

FRANKLIN J. DICKMAN, of Rhode Island,

Secretary of the Board.

ANDREW C. GRAY, of Delaware,

JNO. S. WELLS, of New Hampshire,

GEORGE W. ROWLES, of Tennessee,

W. A. OWENS, of South Carolina,

R. E. GOODELL, of Illinois,

JAMES L. GLEN, of Michigan,

P. H. AYLETT, of Virginia,

J. LANCASTER BRENT, of California,

JAMES W. WALL, of New Jersey,

THOMAS C. McCREERY, of Kentucky.

RIVERS AND HARBORS, ETC.

Operations have been prosecuted on but few of the works of river and harbor improvement under the charge of this department for want of means; the most important of those for which funds existed have been carried on with gratifying success, as will be seen by reference to the subjoined special reports.

For the progress made on the Washington aqueduct, I beg leave to refer to the report of the officer in charge of that work, appended hereto.

Deepening the channel of the Patapsco river, in charge of Major H. Brewerton.—Operations were continued until the 24th of February, when the ice became so thick in the river as to make it necessary to suspend operations and tow the dredgers into harbor for safety. Advantage was taken of this suspension of work to overhaul and thoroughly repair the machinery of the boats, &c., and caulk the scows. Two of the dredges resumed operations on the river on the 25th of March, and the other two on the 29th of the same month. The quantity of matter removed from the line of the new channel by the United States dredges from October 1, 1857, to June 30, 1858, is 235,410 cubic yards. The channel is now available for vessels drawing about 20 feet of water, and on the 7th of this month one of the largest ships (*Empress of the Seas*) that has ever been in the port of Baltimore was brought up to the city through the new channel, the ship drawing $19\frac{1}{2}$ feet of water at the time, with the tide 14 inches above ordinary low water. The vessel could, no doubt, have been carried through the new channel with a draught of 21 feet, as there were no indications that the ship's keel was near the bottom. It is very desirable that the channel should be dredged out to the depth and width contemplated as early as practicable, that it may be made available for the largest class of vessels frequenting the port, and for this purpose \$100,000 is asked to be appropriated for the next fiscal year. In consequence of the available means for this improvement being exhausted, the work must be suspended in the month of September.

Removing obstructions at the mouth of the Susquehanna river, near Havre de Grace, in charge of Major H. Brewerton.—For the reasons stated in the last annual report, no progress has been made in removing the obstructions at the mouth of this river; but as the machinery belonging to the Patapsco river improvement has become available since September, it is intended to employ the United States steam dredges and the steam-sug in removing those obstructions.

No further appropriation is asked.

Appomattox river improvement.—The operations on this river, consisting of dredging the channel way, have been prosecuted under a contract with the city of Petersburg to the extent of the remaining balance of the appropriation. the final payment having been made September 22, 1858.

Removal of obstructions from Savannah river, below the city of Savannah, placed there during the revolutionary war for the common defence, in charge of Captain J. F. Gilmer.—The deflecting work above King's island has been completed, and the required effect obtained of an increased flow down Front river.

The dredge-boat has been employed in removing the shoals at the wharves and near the wreck bank. During the past summer the dredge has cleared the channel through the "knoll" off Cockspur island, the expenses of which work have been paid by the city of Savannah.

It is confidently expected that during the coming year, by the application of the remaining funds, a continuous channel of at least 12' low water will be obtained from the bar to the city.

Balance in treasury, October 1, 1858.....	\$39,798 91
Probable amount to be expended by June 30, 1859.....	39,798 91

Improvement of the River St. John's, Fla., in charge of Lieutenant W. H. C. Whiting.—A contract was made for maintaining for the period of ten months a depth of water suitable to the class of vessels engaged in trading to Jacksonville. Nothing was done by the contractor, nor is it probable that for the amount remaining on hand anything permanent can be performed.

Repairs of sea-wall at St. Augustine, Fla., in charge of Lieutenant W. H. C. Whiting.—Nothing has been done to this work during the past year. It requires no further immediate expenditure.

S. THAYER,

Brevet Col. Commanding Corps of Engineers.

WASHINGTON AQUEDUCT.

Annual report of operations during the year ending September 30, 1858.

At the date of the last annual report, September 30, 1857, the condition of the work was as follows:

The right of way from the Great Falls, through the State of Maryland, to the District line, and in the District of Columbia for about one-half the distance from the District line to the distributing reservoir, had been acquired. All the culverts in Maryland had been completed, or were nearly finished, and one had been built in the District. Bridges Nos. 1 and 2 were well advanced, and the preparatory works for Nos. 3 and 4 were finished.

All the embankments and excavations over ravines in Maryland had been brought to within a foot or two of grade.

6,104 lineal feet of masonry conduit had been completed.

2,034½ feet of tunnels had been excavated.

A good equipment of boarding-houses, stables, storehouses, scows, tools and machinery, suited to the construction of the work, had been

provided; and it was expected that if a sufficient appropriation was granted by Congress the water from the Little Falls branch might be introduced during the present year.

During the session Congress passed a law providing for condemning lands within the District of Columbia needed for the aqueduct, and, the necessary legal steps having been taken, the right of way for the remainder of the aqueduct has been acquired.

At the Great Falls of the Potomac the necessary lands for the construction of the dam had been long before acquired, both on the Maryland and Virginia shores; but a tract of a few acres, upon a barren island which lay in the route of the dam across the river, had never been acquired by the United States, owing to the refusal of the proprietors to sell it at what was considered a reasonable price.

An attempt was made during the past season to acquire this land by condemnation, under the Maryland law, but the verdict rendered was so high, \$150,000, that it was not considered proper to accept it, and the case will be tried before the court which sits in November, to ratify or reject the verdict of the jury. A map of the Great Falls accompanies this report.

During the winter of 1857 a large force was employed upon the aqueduct, and the season proving a favorable one, great progress was made in the graduation of the work in the District, and the collection of materials for the construction of the masonry generally. Stone was quarried and piled along the route, ready for use in the spring, it having been determined to substitute stone masonry for brick work in the greater part of the conduit.

The appropriation made by Congress, though not quite so large as asked, has been sufficient to keep the work in full activity.

Proposals for the completion of the work had been invited, by an advertisement, before the adjournment of Congress, and at the letting, on the 11th May last, a large number of bids were received.

Upon examination and comparison of the bids, the following, appearing to be the lowest which complied with the terms of the advertisement and specifications, were recommended to the Secretary of War for acceptance:

1. Rip-Rap dam at Great Falls.—Dexter Belknap.
2. Masonry at conduit head.—Farwell, Case & Estabrook.
3. Gate-house at Great Falls.—Farwell, Case & Estabrook.
4. Connexion between gate-house and tunnel No. 1.—Johnson & Coats.
5. Waste-weir at tunnel No. 1.—Derby, Dodson & Co.
6. Conduit between tunnels Nos. 1 and 2.—Farwell, Case & Estabrook.
7. Completion of bridge No. 3.—A. A. McGaffey.
8. Graduation of sections Nos. 9 and 10.—Decker & Wheaton.
9. Completion of bridge No. 4.—Robert McIntyre.
10. Waste-weir in tunnel No. 4.—P. Crowley.
11. Effluent gate-house and sluice gate-house of receiving reservoir.—H. L. Gallaher.
12. Effluent water-gate and hoisting crab.—Murray & Hazlehurst.
13. Waste-weir between the two reservoirs.—Carman & Dobbins.

14. Gate-houses and other masonry structures about the distributing reservoir.—Farwell, Case & Estabrook.

15. Distributing reservoir.—A. A. McGaffey.

16. Conduit under bank of distributing reservoir.—A. A. McGaffey.

17. Masonry of bridge No. 5.—James Roach.

18. Iron and wood-work of bridge No. 5.—J. Hutchinson.

19. Pipe-wall at Foundry branch.—Decker & Wheaton.

20. Masonry of bridge No. 6.—Carman & Dobbins.

21. Iron and wood-work of bridge No. 6.—Daniel Stone.

22. High service reservoir.—Decker & Wheaton.

23. Pumping engine.—H. R. Worthington.

24. Cast-iron pipes.—Lawrence Myers.

25. Stopcocks.—Asabel Sylvester.

26. Laying cast-iron mains.—A. A. McGaffey.

27. Sand.—R. F. Jackson, part. H. O. Mitchell, part.

28. Hydraulic cement.—C. H. Locher, part. Newark Lime and Cement Company, part.

This recommendation was approved by the Secretary of War, except as to cement; and the parties were notified accordingly.

All the parties to whom the contracts were thus awarded entered into contract, except Messrs. Johnson & Coats; Derby, Dodson & Co., and Daniel Stone.

A contract for the iron and wood-work of bridge No. 6 was, upon Mr. Stone's declining to enter into bond, made with Messrs. A. & W. Denmead & Sons, the next lowest bidders.

Copies of these contracts accompany this report.

The work under these contracts and under those reported last year has been carried on during the year, generally with energy and success.

The dam at the Great Falls, which had been commenced last year, having been carried as far as was possible before obtaining title to the land on the island, work upon it has been suspended for the present.

The masonry at the conduit head has been put in such a state as to be safe for the winter, and the work suspended until next season; other works of more immediate importance consuming all the dimension stone we were able to obtain from the contractor at the Seneca quarry.

The gate-house at the Great Falls has been built, the gates placed, and the brick covering arches turned. It is now in condition for use, and requires only the ashlar facing of the superstructure to complete it.

Upon the failure of the successful bidders for the connexion between the gate-house and tunnel No. 1 to enter into contract, it was determined to excavate this work as a cut, instead of tunneling it. Part of it has been completed and arched over, and the remainder will probably be completed during the winter.

Tunnel No. 1, 1,438 feet long, through a very hard rock and at too great a depth to make it possible to hasten the work by means of shafts, will still require from nine to twelve months for completion. All the other tunnels are completed, excepting No. 3, in which about two months' work remains.

The masonry conduit has been carried on by the contractors with great energy; 41,269 lineal feet, or $7\frac{1}{16}$ miles, containing fifty thousand cubic yards of masonry, having been completed since the last annual report. This work is now in such a condition that I have no doubt of the completion of the entire conduit, from the Great Falls to the distributing reservoir, by the first of December next.

All the culverts are completed.

Bridges Nos. 1 and 2 require only the roofing slabs, being now in such a condition as would allow the water to be passed through them; No. 3 will be as far advanced before the winter sets in.

At bridge No. 4 the work was begun by the contractor, Mr. McIntyre, and carried on efficiently until he was interrupted by the failure of Messrs. Frederick & Fields to supply the granite voussoirs according to the contract made with them last year. They were to supply the whole of these voussoirs, containing some thirty thousand cubic feet of granite, by the 30th June, and, relying upon the fulfilment of this contract, Contractor McIntyre went to work. Many of the blocks have not yet been delivered, and great delay of the work and loss to the contractor has been the consequence.

It is expected, however, that the granite will be delivered in time to complete the setting and keying of the granite arch this season, and during the winter stone will be quarried, so as to permit the completion of the bridge in the course of next season.

The contractor for the masonry of bridge No. 5 having failed when called upon to begin that work, his contract was declared forfeited, and the work will probably be completed this fall by day's work.

The iron superstructure of this bridge is nearly ready to put up; one line of pipes will be in place this season.

At bridge No. 6 (the crossing of Rock creek) the foundations have been laid and the masonry begun, but delay in the supply of stone from the Seneca quarry will prevent the work being completed by the 1st of December, according to the contract.

Messrs. Denmead are engaged in preparing the iron superstructure, and in order to permit the early introduction of water a line of twelve-inch pipes will be temporarily laid across the creek, resting upon the piles driven to support the centre of the bridge.

Waste-weir No. 1, at the lower end of the first tunnel, is completed and ready for use. It is designed to prevent too much water passing down the conduit, and also to supply the Chesapeake and Ohio canal with water, as required by the agreement with that company.

The waste-weir in tunnel No. 4, designed to prevent any injury to the conduit by a sudden rise or flood in the stream emptying into the receiving reservoir, is being excavated by Contractor Crowley. It is about one-third finished, and will be completed by the time bridge No. 4 and tunnel No. 1 can be made ready for the introduction of water from the Great Falls.

The receiving reservoir has been entirely completed by Contractor Stone.

After the plans of this reservoir were completed and the contracts made, a sudden and violent flood in the Little Falls branch, which flows through the valley in which the reservoir is constructed, showed

a greater volume of water than any of which I had found a record. It became necessary to increase the width of the rock cut through which the flood waters escape from the reservoir, and to increase also the height of the embankment which closes the valley. This has considerably increased the cost of this reservoir above that estimated when the contracts were closed.

The work has been satisfactorily completed without accident, and the sluice through which the water of the stream had been allowed to pass under the dam was closed on the evening of the 27th of September, in order to allow the reservoir to fill.

The season having been a very dry one, the streams and springs are unusually low, and it is to be feared that the water will not rise to a sufficient height by the beginning of December to permit its introduction into the city at that time. The fall and winter rains however will fill it, and once filled, the supply, though not sufficient for a liberal use of the water, will be sufficient to afford a valuable protection in case of fires until the completion, next summer, of all the works and the introduction of the full supply from the Great Falls.

The contractor for the twelve-inch main has completed the delivery of the pipes embraced in his contract, and the greater part of them have been proved and laid; $8\frac{1}{4}$ miles of this twelve-inch pipe have been laid, extending from the distributing reservoir to the navy yard, and to the arsenal and to the observatory.

The stopcocks, which were contracted for with A. Sylvester, will be delivered this fall.

Notwithstanding the delay in the work of bridge No. 6, crossing Rock creek, it is expected that this twelve-inch line will have all its connexions, stop-cocks, &c., complete and ready for the introduction of water by the beginning of December.

The contractor for laying the cast iron mains, Mr. A. A. McGaffey, deserves credit for the efficiency, energy, and speed with which he has executed his work. The excavations in Pennsylvania avenue have been very difficult and expensive, owing to the great number of sewers met with, most of which were at such a level and of such size that in order to avoid obstructing them by passing through them, or on the other hand exposing the pipes to danger from frost by passing over them, it was necessary to pass below them. This threw a large portion of the line into deep excavation, below the level of the tide. The work, however, was accomplished, and considering the difficulty of the operation, it was accomplished in a very short time.

The contractor for the thirty-inch main, Mr. Lawrence Myers, to whom the contract had been awarded, though not absolutely the lowest bidder, on the ground that he was the only bidder who offered to deliver the whole of the pipes by the 1st of October, permitted that date to pass without delivering a single one of the four thousand tons of thirty-inch pipe embraced in his contract.

This contract was, therefore, forfeited, and arrangements promptly made with foundries in New Jersey and Pennsylvania for the whole of the pipe, on very favorable terms. The greater part of them were engaged at \$37 per ton, of 2,240 lbs., while the lowest price bid at the letting of May 11 was \$38 per ton.

One-half of these pipes are promised by the 1st of January, and the rest upon the opening of navigation in the spring. They will probably all be here in time to be laid before the water can be introduced from the Great Falls.

No contract having been made for the supply of cement it has been purchased as required, at the lowest prices offered, from time to time. The lowest bid received at the letting for any very large quantity was \$1 24 per barrel of 300 lbs., net, delivered. Under the stimulus of competition the price soon fell, and a very large proportion of the 94,000 barrels of cement purchased during the year was delivered on the wharf at Georgetown for from \$1 10 to 95 cents per barrel of 300 pounds.

At the time the contracts were made it was hoped that the appropriation of near a million of dollars made at the last session would be sufficient to entirely complete the works, but the present condition of the various works under contract shows that a further sum of \$250,000 will be necessary for this purpose. This is about 10 per cent. upon the original estimate made in 1853; in regard to which estimate the following language was used in the original report.— (Senate Ex. Doc. No. 48, 32d Congress, 2d session, page 83:)

“If the work is delayed by meagre appropriations its cost will be much increased, and I hope in that case not to be held responsible for its cost above my estimate, which is based upon a steady and vigorous prosecution of the work.”

Instead of being completed within three years, the work has been delayed until within the last two seasons by insufficient appropriations, having been twice entirely suspended from the failure of appropriations in 1854 and 1856. Its construction has thus been spread over seven years, from 1853 to 1859, and the cost of the engineering, superintendence, and other contingencies, has been very much increased; the salaries of engineers for seven years, instead of three, being thus chargeable to the work. The suspensions also requiring the sale and destruction of much property collected for the use of the work, and the cost of reorganizing forces upon new appropriations will account for a large portion of the increase of expenditure.

Besides the acquisition of lands for the right of way, making contracts, building of boarding-houses, stables, machinery, tools, transportation and collection of materials, &c., the principal items of work accomplished during the season are as follows:

Rock excavation.....	99,000 cubic yards.
Earth excavation.....	290,500 “
Earth embankment.....	260,500 “
Puddling	21,000 “
Rammed embankment.....	89,000 “
Loose rock embankment.....	4,700 “
Masonry	64,000 “
Length of tunnels excavated	2,920 lineal feet.
Conduit laid	41,269 “
Paving	4,400 square yds.
Twelve-inch iron pipes laid.....	8 $\frac{1}{2}$ miles.
Cast iron pipes received	1,989 tons.

Sandstone quarried and boated	4,975 cubic yards.
Cut granite voussoirs.....	20,097 cubic feet.
Cement purchased and delivered.....	94,006 barrels.
Bricks purchased and delivered.....	3,576,801 bricks.
Sand purchased and delivered.....	654,039 bushels.
Bricks laid in masonry.....	3,547,797 bricks.

The reception, inspection, transportation, and use of all these materials have required a large force; and the quantities are large enough to show that the work has been prosecuted with energy and success.

There have been applied to the work during the year by contractors	274,000 days' work,
and by persons employed by the United States upon the work.....	212,000 "

Making a total of.....	486,000 "
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in the twelve months ending September 30.

CASH ACCOUNT.

Available September 30, 1857.....	\$805,141 80
Appropriations of June 12, 1858:	
New appropriation.....	\$800,900 00
Reappropriation of balance of appropriation of 1856, for existing liabilities.	184,963 01
	<u>984,963 01</u>
	1,790,104 81
Expended in the year ending September 30, 1858	<u>1,147,972 36</u>
Available September 30, 1858.....	<u>642,132 45</u>
Probable amount to be expended by June 30, 1859.....	642,132 45
Amount required for proper prosecution of the work during the year ending June 30, 1860.....	<u>250,000 00</u>

Respectfully submitted,

M. C. MEIGS,

Captain of Engineers, in charge of Washington Aqueduct.

Brevet Colonel S. THAYER,

Commanding Corps of Engineers.

REPORT OF THE CHIEF TOPOGRAPHICAL ENGINEER.

BUREAU OF TOPOGRAPHICAL ENGINEERS,
Washington, November 11, 1858.

SIR: I have the honor to submit a report of the operations conducted by this bureau, since the annual report of November 23, 1857.

1st. Stations and Duties of the Officers of the corps have been as follows:

Lieutenant Colonel James Kearney has been assigned to the duty of collecting required materials for a chart of Lake Ontario. His report is appended, marked A.

Major (Brevet Lieutenant Colonel) Long, stationed at St. Louis, in charge of the western river improvements; of the improvements of the Southwest Pass and Pass à l'Outre, Mississippi river; of the improvements of Red river, and of the construction of the military roads in Kansas and Nebraska. His report is appended, marked B.

Major (Brevet Major) Bache, stationed at San Francisco, California, in charge of the construction of light-houses on the entire Pacific Coast of the United States, embracing California, and Oregon and Washington Territories; and superintending until the month of July last, the construction of military roads in Oregon and Washington Territories.

Major (Brevet Lieutenant Colonel) J. D. Graham, stationed at Chicago, Illinois, in charge of the harbor improvements on Lakes Michigan, St. Clair, Erie, Ontario and Champlain. His report for the current year has not yet been received. For the latest information of the condition of these works, I ask your reference to his last annual report, Senate Executive Document, No. 42; 35th Congress, 1st session.

Major Campbell Graham, last stationed in San Francisco as assistant to Major Bache, has returned from California, and is now awaiting at Baltimore further assignment to duty.

Captain Cram, stationed at headquarters department of the east, under the command of General Wool, was engaged in the preparation of the reports of the operations in the department of the Pacific until the 17th of March, when he was assigned to duty on the Coast Survey.

Captain Stansbury, on sick leave until April 20th when he was ordered to relieve Captain Thom, of the construction of military roads in Minnesota. His report is appended, marked D.

Captain Humphreys, stationed at Washington on duties connected with Pacific railroad surveys, member of the Light-house Board and in charge of the examinations of the inundations of the Mississippi river. His report of operations during the year is appended, marked E.

Captain Macomb, stationed at Santa Fé, New Mexico, on duty at headquarters department of New Mexico, and in charge of the con-

struction of military roads in that Territory. His report is appended, marked F.

Captain Simpson, on duty on the Coast Survey until February 11, 1858, when he was assigned to duty with the army in Utah. He is now at headquarters of that department. In addition to his other duties, he is charged with geographical surveys, &c. His report is herewiith appended, marked O.

Captain Sitgreaves, stationed at Baltimore, is in charge of the construction of light-houses in Chesapeake bay, under the orders of the Treasury Department.

Captain Woodruff, stationed at Washington, on duty as assistant to the Bureau of Topographical Engineers.

Captain Palmer, is on duty on the Coast Survey, and assistant in charge of office since July, 1858.

Captain Thom, until recently in charge of military roads in Minnesota, is in charge of the construction of military roads in Oregon and Washington Territories, and is also under orders to report for duty at the headquarters department of Oregon. His report is appended, marked C.

Captain Whipple, stationed at Detroit, Michigan, in charge of the improvements of the St. Clair flats and flats of Lake George, St. Mary's river; of the construction of a light-house and beacon on St. Clair flats, and of light-houses on lakes Erie and Ontario. His report is appended, marked H.

Captain Meade, stationed at Detroit, Michigan, in charge of the survey of the northern and northwestern lakes. His report is appended, marked I.

Captain L. M. Smith, on duty on the Coast Survey.

Captain Pope, on duty in northern Texas, connected with the sinking of artesian wells.

Captain Abert, on duty with the troops in Florida until January 27, 1858; then assigned to duty with the army of Utah, and on May 15, 1858, assigned to duty in connexion with improvement of western rivers. His report is appended, marked K.

Captain Franklin, stationed at Washington, on duty under the Treasury Department as engineer secretary of the Light-house Board.

Captain Reynolds, stationed at Philadelphia, on duty of construction of light-houses on the Florida reefs and in Delaware bay, under the Treasury Department.

First Lieutenant Wm. F. Smith, stationed at Detroit, Michigan, on duty of construction of light-houses on Lakes Superior, Huron, and Michigan, under the Treasury Department.

First Lieutenant Bryan, in charge of construction of military roads in Kansas, until April 16, 1858, when he was assigned to duty with the army in Utah, from which he was relieved August 14, 1858, and is now under orders to report to Lieutenant Colonel Long, at St. Louis.

First Lieutenant Derlyns, on duty of the construction of light-houses on the coast of the Gulf of Mexico, under the Treasury Department.

First Lieutenant Williamson, on sick leave until April 20, 1858, when

he was assigned to duty at the headquarters of the department of the Pacific. He is also charged with barometric observations, &c.

First Lieutenant Michler, is on duty connected with the survey of a ship canal in the Isthmus of Darien, in addition to which, since August 27, 1858, in charge of parties to run boundary line between Maryland and Virginia. His report is hereto appended marked N.

First Lieutenant Parke, on duty under the State Department as astronomer to the Northwest Boundary commission.

First Lieutenant Warren, in charge of explorations and surveys in Nebraska Territory.

First Lieutenant Mendell has been under the direction of Major Bache, in charge of the military roads in Oregon and Washington Territories. He is now under orders for duty at the Military Academy. His report and that of his assistant Mr. Lacy, will be found appended to the report of Captain Thom.—Appendix L.

First Lieutenant Ives, in charge of exploration and survey of the Rio Colorado of the West.

First Lieutenant Abbott, stationed at Washington, on duty connected with Pacific railroad surveys and since November 16, 1857, assistant to Captain Humphreys, on the Mississippi delta survey.

Second Lieutenant Turnbull, stationed at Detroit, Michigan, assistant to Captain Meade.

Second Lieutenant Wheeler, at headquarters, department of the Pacific, until relieved by First Lieutenant Williamson, then on duty connected with the military roads in Oregon and Washington Territories, as assistant to Captain Thom, now under orders to report to headquarters department of Oregon.

Second Lieutenant Poe, stationed at Detroit, Michigan, assistant to Captain Meade.

Brevet Second Lieutenant J. L. Kirby Smith, stationed at Washington, assistant to Captain Humphreys, until February 12, 1858, then on duty with army in Utah, assistant to Captain Simpson.

Brevet Second Lieutenant Putnam, assistant to Captain Cram, at Troy, New York, until November 26, 1857, then assistant to Captain Humphreys until March 26, 1858, then on duty with the army of Utah, assistant to Captain Simpson.

Brevet Second Lieutenant Wm. Proctor Smith, stationed at Detroit, Michigan, assistant to Captain Meade.

Brevet Second Lieutenant Dixon, assigned as a graduate cadet to the corps in July; is on leave of absence granted by law to graduates of the Military Academy. He is under orders to report to headquarters department of Oregon.

Brevet Second Lieutenant Echels, assigned as a graduate cadet to the corps in July; was on duty at the Military Academy; now on leave of absence granted by law to graduates of the Military Academy; at the expiration of which he is ordered to headquarters of the department of Oregon.

The duties of the corps at the date of its present organization were limited to the extent of country embraced between the Atlantic coast and the frontiers of the States of Mississippi and Arkansas, and be-

tween the northern lakes and the Gulf coast. Within comparatively few years its duties have extended to the coast of the Pacific, in explorations and surveys, in the construction of military roads, and with the army in the several military departments west of the frontier of the old States of the Union. Four of its officers have been during the present year on duty with the army in Utah, four are now under orders to the department of Oregon, and one is at the headquarters of the department of New Mexico, and one at the headquarters of the department of the Pacific. An increase of the corps is necessary to meet the demands of the government for its services, and the recommendation made in previous reports is now renewed. It is also recommended that a company of pioneers be attached to, and officered from the corps, to consist of one hundred enlisted men, including the requisite non-commissioned officers, with the rank, pay, and emoluments allowed by law to the company of sappers and miners. Detachments of the company should be assigned to duty at the headquarters of the several military departments, under the command of an officer or officers of the corps, to aid in reconnaissance and survey and in the construction of military roads, the details for this duty now being taken from the line of the army. A more intelligent class of operators could be thus secured to the government, who, by the instruction of the officers, would soon be competent to act as assistants and computers, and to execute the field drawings and sketches.

The addition to the corps as proposed would be five captains, ten first lieutenants, ten second lieutenants, ten sergeants, ten corporals, two musicians, and thirty-nine privates of the first class and thirty-nine privates of the second class.

The recommendation in previous reports to provide for the preservation and repairs of the steam-dredges is again urged. An appropriation of \$20,000 is required for this purpose.

I would invite your attention to the preservation and repair of the works of improvement, harbors and rivers, the balances of former appropriations being almost exhausted.

An appropriation of \$600,000 is required, as is also an appropriation of \$25,000, for the payment of arrearages.

A brief summary of the operations under the direction of the bureau, with extracts from the reports relating thereto, is presented herewith.

SURVEY OF NORTHERN AND NORTHWESTERN LAKES.

The report is divided into three several heads:

I. *Office work.* II. *Field work.* III. *Estimate.*

Office work.—During the past winter the *personnel* of the survey was employed in the office at Detroit in projecting the field notes of the previous season's work. These comprised seventeen sheets of detailed hydrography and topography, all of Saginaw bay, except

one sheet, which was the final chart of Maumee bay and river. There were included in these sheets 8,850 square inches of drawing. The computations for the final reduction of the base line, for the triangulation, for the latitude and longitude of the astronomical stations, and for the geodetic elements for the projection of the triangulation, all of the Saginaw bay survey, were completed.

In the drawing department, two charts of the St. Mary's river, the chart of Maumee bay and river, and the chart of Agate harbor, Lake Superior, in all four charts, were reduced and transmitted to the engraver for publication. Three charts have been published during the past year, being the harbor of Torras, Lake Huron, and Eagle harbor and Agate harbor, both in Lake Superior. Work has been commenced and good progress made in the charts of Eagle river and Ontonagon, Lake Superior; on the final charts of Saginaw bay, and on the preliminary chart of the Charity islands. There have been issued from the office gratuitously to vessels, on the application of owners and masters, 1,674 copies of the published charts between the dates of October 1, 1857, and September 30, 1858. The rule has been adopted of issuing the charts to the vessel in lieu of the master, for the time being, to insure less frequent reapplication for charts from the same vessel. The demand for charts increases so much, and with it the difficulty of keeping a supply on hand, that the plan is suggested of putting a nominal price on the charts and offering them for sale.

Field operations.—Six parties took the field early in the spring, one for off-shore hydrography, one for triangulation, one for astronomical and magnetic observations, and three for the determination of the topography and hydrography of the four-fathom curve of the shore-line.

These parties were still in the field on September 30, and had accomplished to that date as follows:

The off-shore hydrography of Saginaw bay, of Thunder bay, and of sixty miles of the Lake Huron coast has been completed, the soundings being carried to an average depth of thirty fathoms, and at an average distance of nine miles from shore. The triangulation has been extended over Saginaw bay, Thunder bay, and between this last and Presque Isle. The latitude, longitude, and magnetic elements of declination, dip, and intensity have been determined at four stations in Lake Huron. The topography and hydrography to the four-fathom curve of the shore-line of Lake Huron have been obtained for a space of one hundred and seventy-seven miles; in other words, the data obtained for the final chart of Saginaw bay, the preliminary charts of Thunder bay, and of the harbors of Presque Isle and Middle island, Lake Huron, and nearly all the data required for the final chart of the Lake Huron coast within the limits of the United States.

Estimate.—In the estimate for future operations it is proposed to complete the survey of Lake Huron, already so far advanced, and to place that portion of the existing force not required for this purpose in Lake Superior. To carry out this project will require \$100,371 15, an amount a little larger than the appropriation for the current fiscal

year, due to the fact that operations must of necessity be carried on in two lakes simultaneously. Attention is called to the urgent necessity of extending the survey of the north end of Lake Michigan, to include the Fox and Manitou islands, together with Green bay and its approaches, and the sum of \$50,000 is asked for this purpose. if it should be the will of Congress to authorize this work.

Considerations are advanced the purport of which is to demonstrate that economy and a true regard to the public interests would dictate larger appropriations, which would authorize the expansion of the present work to proportions more commensurate with its real importance, and would enable results to be produced more rapidly. and thus satisfy the eager and constant demand for information.

Survey of the delta of the Mississippi.—The engineer in charge of this work, Captain Humphreys, resumed its active prosecution during the last fall. Gauge rods were established at prominent points; measurements and soundings of the high water cross sections made; corresponding measurements of velocities made; measuring dimensions of crevasses and collecting information thereof, &c., also occupied his attention; chain and level surveys made, and profiles of railroad routes crossing the overflowed lands obtained.

The following extract from his report will be read with interest:

"The resumption of field work at this time has been singularly fortunate. The flood of this year is the first which has occurred since the field work of the survey in 1851, and observations like those undertaken this year would have been of comparatively little value before this season. The parties were all organized, the river gauges erected, &c., &c., before the river began to rise last winter, and all the phenomena of the high water of this year have been accurately observed in a manner which, together with the results of other information collected, and with the results of former examinations, investigations, and surveys, cannot fail to supply the data required to solve the problems, which can only be solved by investigations as extended and elaborate as those enumerated."

Improvement of Red river at and near the Raft.—The unexpended balance of the last appropriation has been mostly applied in cutting and removing newly formed raft from the main river a little above the outlet into Dutch John's lake; the lake being now converted into a capacious receptacle for the logs, &c., removed from the raft above its head.

Fresh accumulations of drift, however, have been contributed to prolong the raft upward in the main river more rapidly than the small force were able to reduce its extent by their efforts applied at the foot of this portion of the raft.

The drift wood likely to be brought down by the ensuing high freshets will probably prolong the raft upwards, even beyond the head of Red bayou, the only channel now practicable between lower and upper Red river; a result which will prove detrimental to the commerce of the Red river country, both in a civil and military point of view. In submitting an estimate for five consecutive years the superintending engineer remarks:

"I have every reason to believe that the navigation of Red river cannot be kept clear of obstructions otherwise than by annual efforts at removing the rafts, which are continually liable to be enlarged and renewed by annual accumulations of drift wood; and am also persuaded that the sums proposed to be appropriated, as above, will be sufficient to keep the river open and navigable for steamers of light draught during the period above contemplated. I am, moreover, persuaded that a manifold remuneration would accrue to the benefit, not only of the river commerce, but to that of the country at large, from the proposed outlay in the way of appropriations by Congress."

Of the removal of obstructions from the mouths of the Mississippi.—Two distinct contracts were made, one for the removal of obstructions from the Southwest pass, the other for the removal of obstructions at Pass à l'Outre. Each contract provided: first, for the opening the channel in each pass; and second, for keeping open the channel in each pass during a period of four and one-half years, from and after the dates at which the channels in the respective passes shall have been opened.

Unavoidable delays and insurmountable difficulties induced the contractors to apply for extension of time for fulfilling the first branches of their contracts, which was granted by the department.

The superintending engineer remarks:

"The indulgence granted in this case was accompanied by another of equal propriety and necessity, which admitted of a reduction of the depth of the channels to be opened from twenty to eighteen feet, owing to the obvious inadequacy of the means appropriated to open channels of a greater depth than that last mentioned."

The channel at the Southwest pass was opened across the tidal bar in May last, and that at Pass à l'Outre in September. Both channels are easy of navigation for vessels drawing not more than eighteen feet.

A further appropriation of \$13,177 95 will be required for defraying the expenses likely to be incurred in the supervision, inspection, &c., of the work remaining to be done, under the contracts for the removal of obstructions from the mouths of the Mississippi during a period of four and one-half years from the date of opening the channel.

For the details of the estimate and the necessity therefor, I beg leave to refer you to the report of Colonel Long, hereto appended, marked "B."

Of disbursements and settlements on account of western rivers at large.—The expenditures for the year have amounted to \$2,165 01. The unexpended balance is \$4,098 26, which will be applied to the liquidation of incidental expenses accruing from time to time on account of the duties relating to the improvement of western rivers at large.

Improvement of the Ohio river, including Cumberland dam.—The work done under this appropriation within the last fiscal year consists merely in the blasting of rocks in the Indiana chute or channel at the Falls of the Ohio, which exhausted the entire balance of the appropriation.

Improvement of the Mississippi, Missouri, and Arkansas rivers.—Nothing having been done during the last fiscal year, no expenditures have been incurred.

The balances remaining on hand were, by direction of the bureau, transferred to Captain Abert, with the view of finally adjusting and settling the matters pertaining to these rivers.

For the further prosecution of the work on the western rivers, &c., during a period of five years from and after June 30, 1859, the superintending engineer presents the following summary estimates:

Object for which appropriations are wanted.	Cost of craft and working same for 1st year.	Annual cost of working craft for 2d, 3d, 4th and 5th years.
Improvement of Mississippi river.....	\$172,900	\$92,400
Improvement of Missouri river.....	94,600	59,100
Improvement of Arkansas river.....	58,900	38,400
Improvement of Red river.....	110,350	52,350
Improvement of Ohio river.....	71,700	38,700
Improvement of Illinois river.....	24,800	9,300
Supervision, inspection, &c., of the works at the mouths of the Mississippi river, for a term of 4½ years.....	13,178	-----

Improvement of Des Moines Rapids of the Mississippi river.—The operations have been seriously retarded by the continued stage of high water, which is now about four feet above low water and rising, with no prospect of low water this season. Until the 27th of June, 1858, the work was prosecuted by hired labor, but on that date a contract, after thirty days public notice, was entered into with J. C. Osgood, of Troy, New York, the lowest bidder.

The agent remarks: "I confess that I am not entirely satisfied with the work of the steam chisels. They are effective, but do not cut as rapidly as I had been led to believe. It is, however, proper to say that *no work whatever* could have been done this season, on account of the high water, by drilling and blasting."

Expenditures during the year ending June 30, 1858.... \$47,370 90

Amount required next year.....

Amount required to complete the work, according to plan 700,000 00

Extent of navigation to be benefitted, from St. Paul to

New Orleans..... 2,000 miles.

Improvement of Rock Island Rapids of the Mississippi river.—There being no appropriation applicable to this improvement, no work has been done during the last year.

Amount necessary to complete the work, according to plan..... \$500,000 00

Amount which might be judiciously expended next year 50,000 00

Deepening channel over the St. Clair Flats.—At the date of the last annual report a cut from forty to forty-five feet wide, and about four-

teen feet in depth, had been excavated entirely through the flats, from the river channel to the deep water of the lake. The dredging has since progressed until the remnant of the appropriation was nearly exhausted. A survey of the excavated channel has been made, and a map of the result exhibits also the sites of the light-house and beacon now in process of erection as aids to the navigation of this channel. The printing of this map for immediate distribution is strongly urged. The excavated channel is, at the upper end of the cut, the narrowest part, 200 feet in width between the 12 foot curves. At the lower (or the lake end) it is 275 feet, which is almost the average width throughout. The average width between the 13 foot curves is about 230 feet, with depth from 14 to 15½ feet. The officer in charge remarks: "In conformity with your instructions I have endeavored to form a complete channel through the St. Clair Flats, and to render it as perfect as the means placed at my disposal by the appropriation would allow. This I claim to have accomplished, and if I am correctly informed all the lake navigators are gratified at the result." The channel's capacity, in point of depth, was limited by the amount of the appropriation. To meet the exigency of low water in succeeding years it is recommended that a deep cut through the new channel, 150 feet in width, be made, for which the engineer in charge submits an estimate of \$50,000. I beg to call your attention to the report of Captain Whipple, herewith appended, for the highly interesting facts pertaining to the rise and fall of the waters of the lakes therein presented.

For building foundations for a light-house and beacon on St. Clair Flats.—The plans submitted for these structures were approved by the bureau on the 15th of June last. The materials were immediately sought for. The piles forming the two clusters to support the light-house and beacon have been driven; the cribs to surround the piles have been constructed and sunk in their position in seven and eight feet water respectively, and rise seven feet above the surface of the lake.

The concrete used in the foundations is made of Rosendale cement; the iron girders and beams are in the process of construction. The operations have been much retarded by stormy weather. The present appropriation will complete these works, unless unforeseen difficulties should be experienced.

For deepening the channel of St. Mary's river.—Since the last annual report a most important change has been effected, upon the recommendation of Captain A. W. Whipple, the engineer in charge, by the substitution of a new channel for that originally adopted. A board of engineers was appointed by the Secretary of War to report which of the three channels through the flats of Lake George was the most favorable for improvement. The board recommended the middle channel. A joint resolution of Congress authorized the Secretary of War to cause the appropriation to be expended on such channel as he deemed best. Accordingly the Secretary of War approved the change suggested by Captain Whipple and recommended by the board of engineers.

"Meanwhile, there being no authority to suspend the work, the dredging of the west channel was carried on at a great sacrifice of the appropriation, until June 12, 1858." * * * * * "On the 14th June the dredging was commenced in the middle channel, which by my direction had been previously surveyed and marked out for the purpose; and since that date the operation of improving this passage has progressed in the most satisfactory manner. The difficulties encountered in excavating through the middle passage have been slight, in comparison to those experienced in the west channel, as will appear by a reference to the report and daily record of the work."

"The channel excavated through the flats is nearly one hundred feet wide, from the top of the slopes, and seventy-five feet in width at the bottom, with depths varying from 14 to 15 feet. This gratifying result has been produced since the 14th of June."

At the close of the season it is believed that the excavated channel will be 120 feet in width. To complete the channel, with a width of 300 feet and a depth of 14 feet, further appropriations will be needed. At the East Neebish rapids, a channel has been excavated eighty feet in width, and from 14 to 18 feet in depth. A chart of this improvement accompanies the report, which should be printed for distribution to navigators of the lakes.

The engineer in charge recommends the deepening of the centre of the Neebish channel, 50 feet in width to the depth of 17 feet, to meet the depression of water in succeeding years. The estimates for completing the separate portions of this improvement require an additional appropriation of \$77,546.

I invite your special attention to the report and estimates of Captain Whipple, hereto appended, (marked "H.")

MILITARY ROADS IN MINNESOTA.

I. *Military road from Point Douglass to the mouth of St. Louis river.*—This road has been worked to the 121st mile. There remains to be opened 57 miles, for which appropriations of funds are required. The increased high water of the present season has shown that a revision of the previous estimate is needed. An increase of about \$6,000 makes the present estimate \$50,000.

The importance of this road is derived from the fact that it is the only road connecting the head of navigation on the Mississippi with Lake Superior.

II. *Military road from Fort Ripley, via Crow Wing river, to the main road leading to the Red River of the North.*—The route for this road was surveyed in 1857; a special report and map of which was submitted by Captain Thom. Congress failed to appropriate at its last session. A portion of the "first section," a distance of 37½ miles, has been opened. On the first 29 miles from Fort Ripley the streams are all bridged, excepting the Mississippi at Crow Wing village, where there is a good ferry, and at Gull river, where a bridge is essential. The estimate for continuing the road has also undergone

a revision, based upon more accurate information, as to prices for labor and materials, and is increased to \$32,800.

A branch, or rather an extension of this road is deemed highly necessary, inasmuch as the newly established military post should have easy communication with Fort Ripley. The length of the proposed extension will be sixty to sixty-five miles, for which an estimate of \$41,100 is presented. In addition to this is presented an estimate for bridges across the Mississippi and the Crow Wing, and for trestle work, \$19,100.

III. *Military road from Mendota to the mouth of Big Sioux river.*—The entire length of this road according to the original survey (1853) is 279 miles. The route was re-surveyed by Captain Thom as far as the 178th mile, (measured from the mouth of the Big Sioux,) a distance of 101 miles, and constructed (owing to the small amount appropriated) in a manner only to make that portion of the road barely practicable, by the construction of such bridges, culverts, corduroying, &c., as were most necessary. As the county road has become opened by settlement, it is shown that a still better and shorter route can be obtained between the point where the construction terminates and the mouth of the Big Sioux, than that followed by the original exploration. The estimate for surveys and construction is \$39,700. For details of these roads, see report of Captain Stansbury, who succeeded Captain Thom, as engineer in charge, in June last.—(See Appendix D.)

Military road from Fort Riley to Bridger's Pass, Kansas Territory.—The unexpended balance of this appropriation is being applied to the construction of bridges and working the portion of the road between Fort Riley and Fort Kearney, all of which is under contract.—The road is now in good travelling condition for fifty miles above Fort Riley, as it will be to Fort Kearney, on the completion of the contract work, or by the first of December next.

The engineer in charge of construction, suggests the opening of a route from Fort Riley to Utah, crossing the Republican Fork of the Kansas River at or near Fort Riley; thence following the dividing ridge between the forks of the Kansas river, by such route westward as shall be shortest and most feasible for travel, and thence to the most practicable pass in the Rocky mountains.

Military road in Nebraska Territory, from a point on the Missouri river (Omaha) opposite Council Bluffs City, to New Fort Kearney.—The bridges and embankments under contract at the period of rendering the last annual report, have been completed. Many small bridges have been built and other work done by hired labor and purchased materials. All the bridges on the road have withstood the heavy freshets of the present year, whilst most of those in Kansas and Nebraska, and many in Iowa and Missouri, have been washed away. The road is now, with the exception of the Loup Fork, in good condition for all the season of the year. A bridge and small bridges, crossings, culverts,

ments &c., &c., are now necessary to complete the road and make it practicable at all seasons; for which the estimate of \$108,500, presented in the last annual report, is renewed. The importance of this road in a civil and military point of view, is clearly exhibited by Captain Beckwith, U. S. A., the engineer in charge, in his report herewith appended, marked "M."

MILITARY ROADS IN NEW MEXICO.

- I. *From Fort Union to Santa Fé.*
- II. *From Secalote to Albuquerque.*
- III. *From Cañada to Abiqua.*
- IV. *From Taos to Santa Fé.*
- V. *From Santa Fé to Doña Ana.*

I. *Road from Fort Union to Santa Fé.*—The amount of labor bestowed upon this road is 10,499½ days' work of foreman, mechanics, and laborers, and 131 days' use of teams; the result of which has been to overcome two of the most formidable obstacles upon the route, namely, the rocky hill near Secalote, and the rough and dangerous route through the Apache Cañon. The above is all in use, having been thrown open as successive portions of it were completed. Between "Rock Corral" and Apache Cañon, a large amount of work has been applied to the new route across a mountain spar, and it is hoped that the balance of the appropriation will open this section for travel. A portion of it has been in use for three months. This road affords the communication between Fort Union and the headquarters of the military department of New Mexico, and is also used as the best route at present between Fort Union and the principal depot at Albuquerque. It is a portion of the great mail route between the old States of the Union and the largest settlements of New Mexico; it is in short the principal entrance to the heart of this Territory. The estimate for completing this road is \$35,000, for the details of which see Appendix "F".

II. *Road from Secalote to Albuquerque.*—The labor expended upon this road is 1,479½ days' work of foreman, mechanics and laborers, and 124 days' use of teams; the result of which is a new road which affords an easier descent from the mouth of the cañon Carnuel to the Albuquerque plain, and within the cañon many of the difficulties have been removed, and the road rendered comparatively safe. Still much remains to be done to make a good and permanent road through the cañon. It is necessary to pass through this cañon in the route between Albuquerque and Fort Stanton, and in getting the supplies of timber and fuel for the new depot at Albuquerque. The two cañons, Carnuel and Blanco, in this road, required the first attention, which will probably exhaust the amount of appropriation—\$10,000. There is another point of great difficulty which should be improved to afford an easier route between the eastern borders of the Territory and the military depot at Albuquerque.

The amount yet required to complete the road is \$23,000. For the details of the estimate, see Appendix "F."

III. Road from Cañada to Abiqua.—The labor bestowed upon this road is 1,138 days' work of foreman, mechanics, and laborers, and 13 days' use of teams. "This road derives its military importance from the fact that Abiqua formerly was garrisoned by our troops, and is likely to be again occupied, as it is one of the avenues by which to enter the Navajo country. A certain degree of importance and interest must also be attached to it as the eastern terminus of the 'old Spanish trail.'"

IV. Road from Taos to Santa Fé.—"This road is of very great interest and importance, whether considered in a commercial or military light, as the means of affording an easy outlet for the abundant products of the rich and justly celebrated valley of Taos, or as the route of communication between the headquarters of the department and the upper posts of the valley of the Rio del Norte."

The road now used presents many difficulties, being very circuitous and rough.

After careful examination of the several routes, the engineer in charge recommends for improvement the route from Taos, *via* "Siengavilla," thence through the cañon of the Rio del Norte to La Josa; and thence by the road common to all the routes, to Santa Fé; being in all 73 miles, and 14 miles shorter than the present road. The amount of appropriation required to complete this important work is \$113,000. For details of estimate, see Appendix "F."

V. Road from Santa Fé to Doña Ana.—This route constitutes the line of communication between the headquarters of the department at Santa Fé and the military posts down the Rio del Norte, and also, in part, between these posts and those east and west of that river, in New Mexico.

The sum of \$12,000 originally appropriated for this long road of some 300 miles, was entirely too small. The small balance that came into the hands of the engineer in charge has been applied to that section of the road between Santa Fé and Albuquerque, and a party has been at work upon the descent into the valley of the Galisteo. For the completion of this road, including survey for location, between Albuquerque and Doña Ana, the sum of \$25,000 is required.

For detailed information of the military roads in the department of New Mexico, I ask your attention to the report and estimates of Captain Macomb.—(Appendix "F.")

MILITARY ROADS IN SOUTHERN OREGON.

I. Road from Camp Stewart to Myrtle creek.—The length of this road is about ninety-five miles, the more difficult portions of which have been mostly worked by hired labor. The bridges and certain portions of the road have been difficult to supervise, have

been done by contracts, viz.: repairs, &c., of thirteen miles, and construction of three bridges of lengths of seventy-five feet, one hundred and fifty feet, and one hundred and thirty feet respectively, and agreements have been entered into for the erection of other small bridges. The character of the road that has been opened permanently is sixteen feet in width, free from roots and stumps, the timber cut down to widths of thirty and sixty feet. The width is reduced where there is heavy earth or rock excavation, but in all places it will be easily practicable for a six mule team. The engineer in charge, Lieutenant Mendell, reports: "An additional amount of \$10,000 is very much needed to complete, on the same scale, the whole line. Immediately north of the cañon there is an interval of two miles where high cliffs abut against the stream, and which, in high water, is impassable. This corrected, the main route to California will be a most excellent road. If it is not built by the government, it is probable that it will remain in its present state for many years to come."

II. *Road from Scottsburg to Myrtle creek.*—This road is a continuation of the road from Camp Stewart to Myrtle creek. It is about sixty-five miles in length. Laboring parties have been employed in the general repair of the road, and in the construction of bridges of a substantial character. Contracts have been made—

1. For the construction of several bridges, the aggregate length of which is 316 feet;
2. For the repair of the bridge over Deer creek at Roseburg, of 175 feet in length; and
3. For the construction of a bridge over the Kansas swale, 220 feet in length.

"It has been the aim on these roads to make the improvements of the most permanent character, and to improve those points which the sparse population would have been unable to accomplish for years to come."

MILITARY ROAD FROM SALEM TO ASTORIA, OREGON TERRITORY.

At the date of the last annual report there remained unopened sixteen miles of this road. This was completed in October last. Further examination of the country to improve the location of the road is suggested, before applying the appropriation made at the last session of Congress.

MILITARY ROADS IN WASHINGTON TERRITORY.

I. *Vancouver and Steilacoom Military road.*—Since the last report thirty-three miles of this road, lying between Fort Steilacoom and Cowlitz Plains, have been made by contract and accepted. The location of the road was continued down the west bank of the Cowlitz to Monticello, seventeen miles of which have been put under contract, which, when completed, will exhaust the funds on hand. There remains a portion of the road above Monticello untouched, for which an addi-

tional appropriation of \$10,000 is required. To open the line from the Cowlitz river to Vancouver an appropriation of \$40,000 is required, making in all \$50,000 for the completion of this road, the military importance of which has been urged in former reports.

II. *Stellacoom and Bellingham Bay Military road.*—The reconnaissance of this road was completed in November last, and the maps and memoir have been prepared. There have been completed by contracts nearly twenty-seven miles of the road and several hundred feet of bridges.

The portions worked lie between Payallup river and Seattle, about twenty and one-fourth miles; and at Bellingham bay, five and a half miles. A bid for a trail from Seattle to Whatcom was made, but the balance on hand not being sufficient to open the line throughout, it was rejected. An additional appropriation of \$40,000 will be necessary.

Captain Thom, recently assigned to the charge of the military roads in Oregon and Washington, presents the following exhibit of the funds pertaining to the several roads, and the amounts estimated for their completion:

	Amount of funds on hand.	Amount required to complete.
1. Myrtle creek to Camp Stewart	\$15,653 23	\$10,000 00
2. Myrtle creek to Sootaburg	19,302 40	-----
3. Astoria to Salem	51,968 50	-----
4. Vancouver to Dalles	34 73	-----
5. Vancouver to Stellacoom	4,575 58	50,000 00
6. Bellingham bay to Stellacoom	8,534 12	40,000 00

In addition to the above roads, reports have been made by this bureau, during the past year, in relation to the construction of certain roads, and submitting estimates therefor:

1. Fort Stellacoom to Fort Walla-Walla	\$25,000
2. Fort Vancouver to Fort Dalles, O. T.	25,000
3. Mouth of Columbia River, <i>via</i> Shoal Water bay and Gregg's harbor, to Olympia	70,000
4. Olympia to Port Townsend	50,000
5. Seattle to Fort Colville	50,000

Inasmuch as this Territory is the field of active hostilities with several Indian tribes, it is deemed proper to advert to these reports at this time, and to renew the recommendations therein made.

Respectfully, sir, your obedient servant,

J. J. ABERT,

Colonel Corps Topographical Engineers.

Hon. JOHN B. FLOYD,
Secretary of War.

REPORT OF THE CHIEF OF ORDNANCE.

ORDNANCE OFFICE,
Washington, November 1, 1858.

SIR: The following report of the principal operations of the ordnance department during the past fiscal year, is respectfully submitted:

The duties of this department are, as frequently stated in annual reports, to provide and furnish ordnance and ordnance stores of every description for the use of the regular troops, and for the permanent fortifications and other military posts of the United States; also the annual supplies for arming and equipping the whole body of the militia. They include the preparation of estimates for those objects, the direction under the sanction of the War Department, and the supervision of all expenditures therefor, and of all operations at the government armories and arsenals, the care and preservation of all military supplies and other public property at those places; the inspection and proof of all cannon, small arms, equipments and ammunition purchased and fabricated for the government, the examination of all requisitions for arms or other ordnance stores for the regular troops and the militia; the ordering of proper quantities of them to the different points where wanted, with the transportation and delivery of those supplied to the States and Territories, and the enforcement of proper and regular accountability for all property of this description belonging to the United States. The annexed statement D. shows that these duties require, for their prompt and efficient discharge, two additional field officers and eighteen lieutenants, and indicate the necessity of an increase of the ordnance corps to that extent.

As the operations of the past year in the discharge of these duties can be more readily referred to by placing them under their appropriate heads, they will be so arranged in this report.

Funds.

Amount, as per last year's report, undrawn from the Treasury July 1st, 1857.....	\$498,868 57
In hands of disbursing officers, same date.....	62,434 78
Amount of appropriations for the fiscal year 1857-'58, including the appropriation for arming and equipping the militia.....	1,735,517 10
Received during the year for charges on account of damages to, and lost arms, and from other sources.....	42,847 75
	<hr/> 2,334,668 20 <hr/>
Expenditures during the year.....	\$1,893,112 11
Remaining in hands of disbursing officers, June 30, 1858.....	56,029 97
Remaining in the treasury undrawn, same date.....	385,535 12
	<hr/> 2,334,668 20 <hr/>

The separate expenditures from each appropriation will be stated under the respective heads as they occur hereafter in this report.

The accounts of the disbursing officers of this department have all been rendered.

The estimates for the next fiscal year have been carefully prepared and are restricted to the amount that may be judiciously and economically applied to the wants of the service.

Armament of Fortifications.

The expenditures from this appropriation for the fiscal year amount to \$184,888 13, and the principal articles procured by purchase and fabrication are as follows:

- 9 10-inch columbiads.
- 38 8-inch columbiads.
- 70 42-pounder guns.
- 51 24-pounder flank defence howitzers.
- 1 12-pounder gun.
- 20 42-pounder casemate carriages.
- 27 8-inch casemate carriages.
- 25 8-inch barbette carriages.
- 8 10-inch barbette carriages.
- 4 12-pounder carriages.
- 4 8-inch siege mortar beds.
- 4 stone mortar beds.
- 100 10-inch and 877 8-inch shot.
- 13,219 42-pounder shot.
- 400 10-inch and 2520 8-inch shells.

Extensive repairs have also been made to the armaments of several of the forts. There has not been sufficient time yet since the authorization of experiments to test gun metals for more than to make the preliminary preparations; the work is in hand and in a good state of progress. In my former reports I have referred to the difficulty of keeping wooden gun-carriages in a serviceable condition at ungarrisoned posts. Most of our permanent fortifications are usually without garrisons, and it is a question whether the maintenance of permanent garrisons at them, independently of other military advantages, may not be a measure of true economy by saving more in the preservation of the armament and other public property than would cover the cost of the maintenance of an adequate artillery force at each. The substitution of wrought iron for wood as a material for gun-carriages has been the subject of experiment. Two carriages of wrought iron for barbette and casemate batteries have been constructed and submitted to severe and extensive trials under the examination of a board of ordnance and artillery officers. The result of the trials enabled the board to report most favorably of the entire suitability of wrought iron for carriages of position, and of its superiority over wood for such purposes, leaving nothing to be determined but a few details of construction before they are extensively made and introduced into our fortifications. The substitution of this more durable material than

wood for gun-carriages will not, however, obviate the necessity of the presence of a garrison; for it is apparent that no structures, however faithfully made or of whatever material, can be left uncared for without suffering damage.

Every day's experience is more and more convincing of the necessity for a national manufactory of cannon and projectiles. The precautions which we are now compelled to adopt in order to insure as far as possible the use of none but safe and reliable material for the fabrication of iron cannon involve the same cost at each of the private foundries as would be required for a national armory of this kind. When multiplied by the number of private foundries where government cannon are made, and where the materials and manufacture have to be severally tested, the product shows a cost which forms of itself exclusive of other manifest considerations, an ample argument in favor of the erection of a national foundry. This is a matter which has been fully investigated and frequently considered by Congress, and I believe there has been little, if any, diversity of opinion in regard to its expediency.

Ordnance, ordnance stores, and supplies.

There has been expended from this appropriation during the fiscal year the sum of \$392,335 35, and the principal articles procured by purchase and fabrication at the arsenals are as follows:

- 4 12-pounder bronze guns.
- 1 6-pounder bronze gun.
- 1 32-pounder bronze howitzer.
- 69 field carriages, caissons and travelling forges.
- 8 12-pounder siege carriages.
- 16 24-pounder siege carriages.
- 8 18-pounder siege carriages.
- 12 10-inch siege mortar beds.
- 9 8-inch siege mortar beds.
- 1 42-pounder casemate carriage.
- 1,740 Sharp's carbines.
- 2 Burnside carbines.
- 1 double gun, Richards' make.
- 826 Colt's pistols.
- 1,000 cavalry sabres.
- 53 12-pounder cannon balls.
- 105 8-inch mortar shells.
- 2,000 spherical case shot, different calibres.
- 3,721 infantry cartridge boxes.
- 600 " " box belts.
- 100 " waist belts.
- 1,308 " bayonet belts.
- 3,037 bayonet scabbards, with frogs.
- 200 cartridge boxes for Burnside carbines.
- 200 pistol cartridge boxes.
- 561 waist-belts for sword-bayonets.

- 1,501 sets of horse equipments.
- 170 Hope's saddles.
- 5,083 saddle blankets.
- 6,629 rounds fixed ammunition for field artillery.
- 3,016,200 cartridges for small arms.
- 9,362,634 percussion caps for small arms.
- 6,168,500 Maynard primers.
- 139,500 friction primers.
- 38,251 pounds laboratory paper.

The arms, equipments, ammunition, and other ordnance supplies which have been furnished for the regular service during the year are specified in statement C, hereto annexed. With a view to obtaining the best form of horse equipments for mounted troops four patterns of saddles are now in service, but the reports, as yet received, have not warranted the preference of either to the exclusion of the others.

Arming and equipping the militia.

The expenditures from this appropriation during the fiscal year have been \$257,594 44, and the principal articles procured by purchase and fabrication at the arsenals as follows:

- 10 6-pounder bronze guns.
- 10 24-pounder bronze howitzers.
- 19 6-pounder gun-carriages.
- 500 Sharp's carbines.
- 7,250 Colt's pistols.
- 500 non-commissioned officers' swords.
- 10,000 infantry cartridge boxes.
- 8,500 cartridge-box belts.
- 6,300 bayonet scabbards, with frogs.
- 7,900 waist belts.
- 5,500 gun slings.
- 828 rifle cartridge boxes.
- 500 rifle pouches.
- 1,750 rifle waist belts.
- 500 flask and pouch belts.
- 500 waist belts for rifle sword bayonets.
- 493 sabre and artillery sword belts.

The apportionment of arms to the several States and Territories according to law, and the supplies which have been furnished to the militia during the year on the requisitions of the governors of each, are set forth in the accompanying statements, marked A and B. By your authority the rifle muskets of the model of 1855 are issued to the States, some of the States having been so furnished. It is believed that this arrangement will have a beneficial effect, as the high finish and attractive appearance of the arm will not only encourage a military spirit in the militia, but will tend to counteract efforts that are being made to induce requisitions from State authorities for arms of

private manufacture, that are more suitable for predatory warfare and personal rencontres than for the use of the militia of the country.

The building for an armory for the volunteers of the District of Columbia has been completed, and is used by them. An enlisted man of the ordnance department has the charge of it until some other arrangement can be made for its custody.

National armories.

The expenditures at these armories during the fiscal year have been as follows:

	Harper's Ferry armory,	Springfield ar- mory.	Total.
Manufacture of arms, appendages, tools, &c., and purchase of materials for the same.....	\$195,277 72	\$159,431 50	\$354,709 22
For repairs, improvements, and new ma- chinery, including buildings.....	25,044 68	117,096 41	142,141 09
	220,322 40	306,527 91	526,850 31

The reports of the superintendents, accompanying this, specify in detail the work that has been done at each of the armories during the year.

I stated in my report for the year ending June 30, 1857, that 2,015 of the new rifle muskets had been finished at Springfield. At that time none had yet been finished at Harper's Ferry. Since then, up to June 30, 1858, 19,785 rifle muskets and 1,719 rifles, both of the model of 1855, have been manufactured at these two armories; besides which a considerable number of arms of old patterns have been rifled and rendered suitable for long ranges. At Springfield a new dam, and a forging and machine shop have been nearly completed; operations of the armory being now carried on in the latter. The dam is entirely finished. The whole, in point of excellence and durability will be unsurpassed.

Arsenals.

There are in the United States twenty-three occupied arsenals, including the depots in Texas, New Mexico, and Washington Territory. In my last report I referred to the acquisition of a site for an arsenal in Texas, and of the representations which were afterwards made against the site so acquired. Since then the officer assigned to the construction of that arsenal has made a report in favor of a position in the city of San Antonio, and that report having the approval of this office awaits your sanction. No suitable site has yet been found for the depot in New Mexico; and the site selected for a depot

at Fort Vancouver having been found to be interfered with by the possessory claims of British subjects, the project of building there has been abandoned for the present by your authority.

The erection of a small depot at Fort Leavenworth having been authorized by you, the work will be commenced as soon as an officer can be detailed to superintend it.

The amount expended for arsenals during the year was \$100,707 89, and this expenditure has been applied to the objects specially designated in the estimates on which the appropriation was based. They include repairs and preservation of the buildings, fences, wharves, &c.; the erection of new and additions to old buildings, and all improvements of a permanent character. The statements of operations at the principal arsenals hereto annexed are referred to for a more detailed account of the work done under this head. The estimate which I have made under this head is based on special estimates of the commanding officers, carefully examined in this office, and only the most important objects included.

In addition to the foregoing statements of expenditures, under the ordinary heads of appropriation, the following were made out of special appropriations, viz:

For testing gun metal for heavy cannon.

400 barrels of gunpowder	\$7,800 00
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For purchase of gunpowder for the Pacific coast.

936 barrels of gunpowder	\$16,848 00
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For purchase of best breech loading rifles.

200 Colt's rifles	\$12,841 45
1,400 Sharp's carbines	42,350 00
10 Carbines, Schroeder's patent	300 00
200 Burnside's carbines	6,000 00
	61,491 45

For the purchase of ground for the extension of Washington arsenal.

Payment to owners of the ground	\$75,209 77
For surveys, legal investigations of title, and recording of deeds, &c.	2,647 82
	77,857 69

In prosecuting experiments on the strength of gun metal, and in proving cannon, evidences of a variation in the force and effect of gunpowder have been detected to an extent not before supposed to exist, attributable to causes not yet clearly ascertained, though no

efforts have been spared to solve the mystery. The great desideratum is a powder that whilst it imparts great ranges to projectiles, shall not by its too instantaneous combustion exert a force capable of destroying the gun before the projectile has acquired sufficient velocity to relieve the gun from the instant pressure of the inflamed powder, acting on the bore like fulminate or gun cotton. Further efforts will be made to arrive at the truth, before purchases of gun-powder are made, beyond our present wants.

Very respectfully,

H. K. CRAIG,
Colonel of Ordnance.

Hon. JOHN B. FLOYD,
Secretary of War.

REPORT OF THE SECRETARY OF THE NAVY.

NAVY DEPARTMENT,
December 6, 1858.

SIR: Since the last annual report this Département has been required to employ a naval force for the purpose of arresting unlawful expeditions against Nicaragua, resisting the exercise of the right of search by British cruisers in the neighborhood of Cuba, and enforcing a demand of redress for an insult to our flag and for injuries to our citizens by the government of Paraguay.

In the first instance, that of arresting and preventing unlawful expeditions set on foot in the United States against Nicaragua contrary to the act of Congress of April 30, 1818, orders for this purpose were issued to the steam frigates Wabash and Susquehanna, the sloops-of-war Jamestown and Saratoga, and the steamer Fulton. These orders and the successful action of Flag-Officer Paulding, and those under his command, in breaking up the expedition against Nicaragua, set on foot by General Walker, were fully communicated to Congress at its last session by the special message of the President of January 17, 1858.

The force sent into the neighborhood of Cuba to resist the exercise of the right of search by British cruisers consisted of the steam frigates Wabash and Colorado, the sloops-of-war Macedonian, Constellation, Jamestown, Saratoga, and Plymouth, the steamers Water Witch, Arctic, Fulton, and Despatch, and the brig Dolphin; comprising the Mediterranean squadron under Flag-Officer Lavallette, the Home Squadron under Flag-Officer McIntosh, and such other vessels as were sent out specially for the purpose. They were all deemed effective for the object for which they were sent, because, in the execution of their mission, no one of them would have hesitated to resist a ship of the largest class. They were instructed to protect all vessels of the United States against the exercise of the right of search on the high seas, in time of peace, by the armed vessels of any other power. These instructions have been often repeated and are now regarded as standing instructions to the navy of the United States, wherever employed. They put the deck of an American vessel on the same footing with American soil, the invasion of which under foreign authority is to be as strenuously resisted in the one case as in the other. They regard such invasion as in the highest degree offensive to the United States, incompatible with their sovereignty and with the freedom of the seas, and to be met and resisted by the whole power of the country. It was your policy promptly and decisively to embrace the opportunity to bring this question on which we had gone

through one war and half a century of negotiation, to final issue, by placing all other nations in a posture where they must either fight for it or abandon it. The result has proved the wisdom of the measure.

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In fitting out this expedition it became necessary, in consequence of a deficiency in the navy of vessels of light draught, to charter a number of steamers which could be used as transports and for towage, and could be armed also for effective service as war-vessels. These vessels, six propellers and three side-wheel steamers, have been chartered for six months, or more, with a right of election on the part of the government to become the purchaser at stated prices, and to apply all payments made under the charter as part payment of the purchase-money. As these vessels would be useful as part of the naval force of the United States, and can be purchased on reasonable terms, I would recommend an appropriation to be used, if deemed expedient, for the purpose. The sum required to purchase the six steam propellers would be \$244,000, of which \$94,800 must be paid for the use of them for the period of six months, and a proportionate sum for a longer time, if no purchase be made. The sum required for the three side-wheel steamers would be \$286,000, of which, if they be not purchased, the sum of \$69,000 must be paid for the use of them for the same period of six months, and a larger sum for a longer period. The election must be made on or before the 10th of March next.

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In fitting out this expedition it became necessary, in consequence of a deficiency in the navy of vessels of light draught, to charter a number of steamers which could be used as transports and for towage, and could be armed also for effective service as war-vessels. These vessels, six propellers and three side-wheel steamers, have been chartered for six months, or more, with a right of election on the part of the government to become the purchaser at stated prices, and to apply all payments made under the charter as part payment of the purchase-money. As these vessels would be useful as part of the naval force of the United States, and can be purchased on reasonable terms, I would recommend an appropriation to be used, if deemed expedient, for the purpose. The sum required to purchase the six steam propellers would be \$244,000, of which \$94,800 must be paid for the use of them for the period of six months, and a proportionate sum for a longer time, if no purchase be made. The sum required for the three side-wheel steamers would be \$286,000, of which, if they be not purchased, the sum of \$69,000 must be paid for the use of them for the same period of six months, and a larger sum for a longer period. The election must be made on or before the 10th of March next.

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The steam frigate *Niagara*, under the command of Captain Hudson, was again in March last, by your orders, placed at the service of the Atlantic Telegraph Company to co-operate with those furnished by the British government in connection with the Atlantic cable. Leaving New York on the 4th of March she arrived in England on the 23d. From this time forward, until the final accomplishment of the great enterprise, her officers and men devoted themselves to it with a zeal and energy which contributed largely to its success and entitled them to the highest commendation. Having reached Trinity Bay on the morning of August 5th, and being entrusted that part of the work entrusted to her, she returned to New York, where she arrived on the 18th and was put out of commission. Although there should prove to be a fatal defect in the system, yet the enterprise has been successful, for it has been demonstrated to the world that the object is not only not impracticable but that it can easily be accomplished.

It was deemed a fitting sequel to her participation in that enterprise of science, that the *Niagara* should next be engaged in an enterprise of distinguished philanthropy. The brig "Echo," an African slaver, having been captured by the *Delphin*, under Lieutenant Maffitt, on the coast of Cuba, and brought into Charleston with her cargo of 340 slaves, you determined promptly, in obedience to an act of Congress, to restore them to their native Africa and to provide for them for the term of one year at the expense of the United States. Orders were accordingly given to the *Niagara* to proceed upon this mission. Within one week from the date of her orders, with most commendable despatch, she was at sea. Leaving New York on the 13th of September, under the command of Captain Chauncey, she arrived off Charleston on the 15th, the next day received the captive Africans on board, then 271 in number, and on the day following set sail for Liberia, where under a contract with this government they were to be received and humanely provided for by the African Colonization Society at the expense of the United States. They were accompanied by Dr. Thomas Rainey, who was appointed agent under the act of Congress, to receive them on the coast of Africa, and to see that the humane purposes of this government were carried into effect.

It was the intention of the Department to have again, during the present year, assigned to the steam frigate *Susquehanna*, under Captain Sands, the duty of assisting in laying the Atlantic telegraph cable, but in the month of March last, while she was lying in the harbor of San Juan del Norte, the yellow fever made its appearance on board, and prevented her from again participating in that enterprise. Having been detained at quarantine in New York, during the summer, she has but recently been removed to Brooklyn. On her way home, she was obliged to put into Jamaica. When she arrived at Kingston, Sir Houston Stewart, the Admiral of the port, placed the hospital at the disposal of the sick, and furnished every assistance for landing them. Eighty-five of them were transferred to the hospital. The surgeon of the ship being disabled by the fever, Assistant Surgeon Rose, of the British navy, volunteered to attend the sick in

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In fitting out this expedition it became necessary, in consequence of a deficiency in the navy of vessels of light draught, to charter a number of steamers which could be used as transports and for towage, and could be armed also for effective service as war-vessels. These vessels, six propellers and three side-wheel steamers, have been chartered for six months, or more, with a right of election on the part of the government to become the purchaser at stated prices, and to apply all payments made under the charter as part payment of the purchase-money. As these vessels would be useful as part of the naval force of the United States, and can be purchased on reasonable terms, I would recommend an appropriation to be used, if deemed expedient, for the purpose. The sum required to purchase the six steam propellers would be \$244,000, of which \$94,800 must be paid for the use of them for the period of six months, and a proportionate sum for a longer time, if no purchase be made. The sum required for the three side-wheel steamers would be \$286,000, of which, if they be not purchased, the sum of \$69,000 must be paid for the use of them for the same period of six months, and a larger sum for a longer period. The election must be made on or before the 10th of March next.

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In fitting out this expedition it became necessary, in consequence of a deficiency in the navy of vessels of light draught, to charter a number of steamers which could be used as transports and for towage, and could be armed also for effective service as war-vessels. These vessels, six propellers and three side-wheel steamers, have been chartered for six months, or more, with a right of election on the part of the government to become the purchaser at stated prices, and to apply all payments made under the charter as part payment of the purchase-money. As these vessels would be useful as part of the naval force of the United States, and can be purchased on reasonable terms, I would recommend an appropriation to be used, if deemed expedient, for the purpose. The sum required to purchase the six steam propellers would be \$244,000, of which \$94,800 must be paid for the use of them for the period of six months, and a proportionate sum for a longer time, if no purchase be made. The sum required for the three side-wheel steamers would be \$286,000, of which, if they be not purchased, the sum of \$69,000 must be paid for the use of them for the same period of six months, and a larger sum for a longer period. The election must be made on or before the 10th of March next.

During the past year the Department has sent out a surveying party, under the command of Lieutenant J. M. Brooke, to survey and lay down with accuracy the obstructions to navigation in the usual route between San Francisco and China. The Fenimore Cooper being already fitted for such an expedition, and the principal instruments necessary for it being already on hand, it will be attended with little extraordinary expense. Looking to the early growth of an extensive and profitable commerce between our Pacific shores and eastern Asia, which has recently by treaty been thrown open to us, augmented, as it will be, in no inconsiderable degree by the diversion of trade from ancient channels, it was deemed a matter of importance to remove all

impediments out of its way, and to give it the security of a more perfect knowledge of the highway over which it must pass.

The steam frigate *Niagara*, under the command of Captain Hudson, was again in March last, by your direction, placed at the service of the Atlantic Telegraph Company to co-operate with those furnished by the British government in another effort to lay the Atlantic cable. Leaving New York on the 9th of March she arrived in England on the 23d. From this time forward, until the final accomplishment of the great enterprise, her officers and men devoted themselves to it with a zeal and energy which contributed largely to its success and entitled them to the highest commendation. Having reached Trinity Bay on the morning of August 5th, and fully performed that part of the work entrusted to her, she returned to New York, where she arrived on the 18th and was put out of commission. Although there should prove to be a fatal defect in the cable, yet the enterprise has been successful, for it has been demonstrated to the world that the object is not only not impracticable but that it can easily be accomplished.

It was deemed a fitting sequel to her participation in that enterprise of science, that the *Niagara* should next be engaged in an enterprise of distinguished philanthropy. The brig "*Echo*," an African slaver, having been captured by the *Dolphin*, under Lieutenant Maffitt, on the coast of Cuba, and brought into Charleston with her cargo of 306 slaves, you determined promptly, in obedience to an act of Congress, to restore them to their native Africa and to provide for them for the term of one year at the expense of the United States. Orders were accordingly given to the *Niagara* to proceed upon this mission. Within one week from the date of her orders, with most commendable despatch, she was at sea. Leaving New York on the 13th of September, under the command of Captain Chauncey, she arrived off Charleston on the 18th, the next day received the captive Africans on board, then 271 in number, and on the day following set sail for Liberia, where under a contract with this government they were to be received and humanely provided for by the African Colonization Society at the expense of the United States. They were accompanied by Dr. Thomas Rainey, who was appointed agent under the act of Congress, to receive them on the coast of Africa and to see that the humane purposes of this government were carried into effect.

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his place, and to accompany her to New York. The Department communicated to him its high appreciation of this noble and generous act of disinterested philanthropy. On those who were left at Port Royal every attention was bestowed, and every provision made for their comfort, by the authorities. To Admiral Stewart, Commodore Kellett, Captain Hay, Dr. Kinnear, of the hospital, and the medical officers under him, the Department expressed, through the British Minister at Washington, its warmest acknowledgments for their prompt and efficient assistance. For the expenses incurred in the treatment of the sufferers at Port Royal, the Lords Commissioners of Admiralty have declined to make any claim upon this government.

The five steam sloops-of-war authorized by the act of March 3, 1857, will soon be completed. The one built at New York, by Mr. Westervelt, under contract with the government, will be ready for trial at sea during the present month. That built in the navy yard at Philadelphia has been launched, and will be ready for trial in March. Those built at the Charlestown and Gosport navy yards will be ready for launching during the present month, and for sea by July. The other, built at Pensacola, will be launched in the spring. The machinery of two of them is under construction at the Washington and Gosport navy yards; that of the other three at private establishments. They are all sloops-of-war of the first class, and can be employed to advantage on any of the foreign stations, instead of larger and more expensive vessels.

The seven steam screw sloops-of-war and one side-wheel war steamer, authorized by act of June 12, 1858, are in a state of great forwardness. Five of them will be launched during the present month, and be ready for sea by May next; and the other two screw steamers will be launched early in spring, and be ready for trial by June. The side-wheel steamer is building at the navy-yard in California, will be launched in the ensuing spring, and be ready for sea in August. They are all within the limit of draught prescribed by the act of Congress; and the steam machinery of all of them has been contracted for with private establishments after public advertisement.

In the construction of the steamships authorized by the acts of Congress referred to, it has been the aim of the Department to combine speed and power with strength in the highest practicable degree for vessels of their class. Accordingly models have been selected with particular reference to their adaptation to the greatest attainable speed, and contractors for the engines and machinery under the act of last session, have been required to guaranty the result of their plans by stipulating for the number of revolutions to be performed in a given space of time. In combining the skill of the constructor and engineer for the accomplishment of the paramount object of extraordinary capacity for speed, I have not confined myself to the limits of the navy, but have looked elsewhere beyond that narrow boundary, that the country might have the benefit of the highest skill, wherever it might be found.

In placing an estimate upon the value of high speed, the importance of it has not been too highly appreciated. Of two war vessels—the equals of each other in every other respect—the one which has

the greatest speed has a decisive advantage over the other, and in a contest is most sure to win the mastery. The time has gone by when steam can be regarded in any other light than as the principal motive power on the water for warlike purposes. It is impossible any longer to regard the unsteady and uncertain power of the wind as anything more than an auxiliary power, subordinate to that of steam.

In the construction of a war vessel, everything connected with it has ultimate reference to a single point, the use of the gun; by which alone, as the means or instrument of power, important results are to be accomplished. To place it in the presence of the enemy or beyond his reach in the shortest possible time, and to use it with the greatest possible effect, is the great object to be sought for in the construction of a navy or the maintenance of its auxiliary establishments. It is to attain this object that the skill of the departments of ordnance, of construction and of engineering, is taxed to the utmost. In the first place, we have aimed to select and adopt the arm which combines the greatest strength, range, accuracy, and power. In the Dahlgren gun we have found what we want, and it is believed there is no gun in any service that surpasses it in these qualities. In the use of it, by training a corps of skilful gunners, by constant instruction, and by universal practice at sea, according to the requirements of the naval service, we have attained the greatest perfection in celerity of movement and accuracy of aim. Having these advantages in the gun and its use, we have next endeavored to secure that model of a war vessel propelled by steam which would encounter the least resistance in its passage through the water, when, of course, so far as the form of the vessel is concerned, the greatest speed will be attained. And finally, as side-wheel steamers are scarcely admissible for fighting purposes, we have endeavored to apply the power of steam to war propellers in such manner as to give the vessel the greatest capacity of rapid movement, so that whether it be the object to overtake an enemy, or to escape from a superior force, or to seek its safety in any other emergency, it may be able to exert its capacity for speed to the utmost extent; while, on the other hand, at other times it may use its steam power very sparingly, or not use it at all. So great is the zeal of those connected with this branch of the public service that I feel assured they will not rest satisfied until they have given to the service the fastest war ship which skill and science can produce.

All our past experience has evinced the necessity of an increase of the navy. It is impossible with our present naval force to give adequate protection to the persons and property of American citizens pursuing their various avocations by land and sea in all parts of the world. What we more especially need in time of peace is a larger number of vessels capable of entering the rivers and harbors of all foreign countries as well as our own. Such is the condition of Mexico and of the Central and South American States that it is indispensably necessary that we should be able to approach them frequently, and at every accessible point. There is no other mode of extending effectual protection to American interests in that or any other quarter of the globe where the existing governments lack stability, or, for other causes, cannot be relied on for the performance of international duties. The

frequent presence of a ship-of-war, though not of the largest class, exerts a powerful restraining influence, and will generally save our citizens from the infliction of gross injustice. There are still other reasons for a considerable augmentation of our naval force.

The commerce of the United States has increased with such unprecedented rapidity that we are already one of the greatest commercial powers of the world. Frequenting all seas and visiting all countries, it is vain to suppose that it can be protected by a few ships of the larger classes. The only mode of doing it in an effective and economical manner is to give the navy greater efficiency by multiplying the number of smaller vessels of light draught and powerful armament, capable of following commerce into whatever waters it may frequent, and of which four or five can be built and maintained in commission for the cost of a single frigate or ship of the line. Twenty effective vessels of the smaller class can be built and kept at sea for what it would cost to build and keep at sea four or five vessels of the larger class. And when this fact is considered in connexion with another, that well armed ships of this description traversing the high seas, visiting the ports of remote nations, displaying a national flag as the representative of a great confederation of free States, are usually in time of peace as powerful for all protective and preventive purposes as any other, while they are useful and formidable in war, the argument becomes irresistible for the employment of a much larger number of them.

This view does not yet exhaust the subject. We have an immense seacoast, indented by a thousand harbors, most of them of no great depth, which needs the constant attention of government on both the Atlantic and Pacific oceans. The waters of the Gulf of Mexico and those contiguous to it, the great highway of the immense commerce of the Mississippi and that between our Atlantic and Pacific possessions, are to be guarded, like inland seas, with jealous care, and should be made to swarm with these floating fortifications. The United States should be present and have a predominating influence over the American continent, and, in order to maintain it, should have the means of causing their power to be felt at any point wherever and whenever it might be necessary.

These great leading objects can be accomplished by increasing the effective force of the navy, and they can in a great degree be accomplished in the mode proposed, without any considerable increase of expenditure. Let Congress increase the number of our heavy armed vessels of light draught until we can frequently display our flag at every point where American interests shall need its protection, and the work will be already done.

Under different circumstances from those which now exist; if we were not in the midst of commercial and financial embarrassments; if we were in our usual condition of an abundant revenue and an overflowing treasury, I should not hesitate to recommend that we resort at once to the general policy of maintaining a more powerful navy, on the ground that it is required for defence, and will be necessary to maintain our rights and the honor and character of the country. Although it may be delayed, yet the time will soon come when this

policy will be forced upon us under circumstances of great disadvantage, if not voluntarily adopted. For the present, however, I shall reluctantly content myself with urging the supply of our immediate and pressing wants by the construction of a larger number of war steamers of the smaller classes, such as were authorized by the act of Congress of the last session. The addition of at least ten more vessels of that description, of as great speed, light draught, and powerful armament as their character and tonnage will permit, is not only a necessary measure, but will be found to be as efficient as any that can be devised requiring so small an expenditure of the public money.

The Naval Academy at Annapolis, under its present superintendent Captain George S. Blake, continues to give marked evidence of its great usefulness. Fifteen acting midshipmen graduated in June last, and of seventy-six candidates for admission in September, fifty-six were found qualified and were admitted. The number of acting midshipmen now attached to the academy, is one hundred and eighty-nine.

The board of officers appointed to witness the annual examination of the classes and report on the condition of the academy, speak favorably of the police discipline and general management of the institution. They concur in the recommendation of previous boards, that the standard of qualifications for the admission of candidates be raised, or that a course of preparatory study be provided, so as to bring them to a more uniform degree of attainments. They recommend that acting midshipmen, be required to bind themselves to serve a certain period after passing through the academic course of studies; that teachers of French and Spanish be attached to our ships on foreign stations; that a practice ship be permanently attached to the academy for the instruction of the acting midshipmen, and that every encouragement be held out to induce men specially qualified by their professional attainments and general good character, to engage and remain permanently in this service.

To enable me to accomplish this latter object and to transfer to the Naval Observatory, where they are much needed, the naval professors of mathematics now employed at the academy, I would earnestly recommend that authority be granted by Congress to do for the navy as has been done at West Point for the army, organize a corps of professors at the academy composed of civilians, with such compensation as will command the highest abilities for this most important service.

The sloop-of-war Preble, under Commander Craven, having been detailed as a practice ship with a view to the instruction of the acting midshipmen at sea in navigation and seamanship, sailed from Hampton Roads in June last, with ninety-seven pupils on board. The ports of Cherbourg and Cadiz, and the Island of Madeira, were visited during the cruise, and the ship returned to Norfolk in September. Commander Craven speaks in very favorable terms of the zeal and proficiency exhibited by the youths under his command, and of the marked improvement they made during this short cruise in the practical duties of their profession. His report is herewith submitted.

I cannot omit to invite attention to the very inadequate provision that has been made for the accommodation of midshipmen at the Naval Academy. The number of midshipmen authorized by law is 464, and the whole number in the service is but 236. Of these there are at the Academy 189; while provision has been made there for only 180; and there are thirty-three congressional and territorial districts still vacant, having no midshipmen at the Academy or elsewhere in the service. The Academy is already crowded to overflowing, and should these vacancies only be filled, without filling the whole number of vacancies in the corps which are now 228, the pupils could not be accommodated. In this state of things, no appointments could be made during the present year, except from the districts which have no midshipmen in the service. As this is the only mode of gaining admission into the navy, the way appears to be very effectually blocked up, and there is and must be consequently, a great deficiency of officers in the lower grades of the service; an evil which cannot fail seriously to detract from the efficiency of this great arm of the public defence.

The present effective strength of the medical corps does not exceed 59 surgeons and 70 assistants. The wants of the service for the ensuing year will require for duty at sea 39 surgeons and 70 assistants; for shore duty 26 surgeons and 17 assistants; making a total of 65 surgeons and 87 assistants, required for active duty. This deficiency in the medical corps of the navy cannot be neglected without subjecting the lives of those engaged in this branch of the public service to unreasonable and culpable exposure. The naval establishment has from time to time been increased, while no corresponding increase has been made in the number of medical officers, that remaining nearly the same now as forty years ago. Since the year 1815, Congress has increased the number of captains from 32 to 76; of commanders from 18 to 106; of lieutenants from 140 to 327; while the medical corps, which then numbered 120 members, has now but 149, including at least 20 who are incapacitated for active service. The recent addition of a considerable number of steam vessels to the navy will necessarily create an increased demand for the services of officers at sea; while the greater activity which now prevails in it, and is likely hereafter to prevail, will still farther increase that demand. To meet the immediate wants of the service, an addition of twenty to the present number of surgeons and as many additional assistant surgeons will suffice. With that number, the stations on shore and vessels at sea may be supplied, and a short interval of relief from duty allowed an officer on his return from a cruise.

There are now 64 pursers in the navy. Of these, 31 are on sea duty, 17 on shore duty, and 16 on leave or waiting orders. In the list of pursers on leave are included those who, from age or physical infirmity, are unfit for duty, and those who have just returned from sea and are engaged in settling their accounts. There are at the present time 16 vessels in commission which should have pursers, but have none. In nine of these vessels the duties of purser are reluctantly performed by the commanding officer, who is required to perform them

with great exposure to pecuniary loss, and with no additional compensation. While he is thus compelled to devote his attention to duties not appropriate to his profession, he is placed in a false position towards the men under his command, and in every question relating to their accounts is required to be sole umpire between himself and them. In some cases a purser is assigned to duty for more than one vessel at the same time, when, of course, he is often obliged, without any immediate oversight, to trust to the responsibility of a clerk such as can be employed for the small compensation allowed by law. It would be advantageous to the service if Congress would authorize the appointment of a small number of additional pursers. Fifteen or twenty would be sufficient for the present.

In my last annual report it was recommended that the privates of the marine corps be increased to the number of two thousand. The number at present is 1,568. Of these, 568 have been employed under the act of March 3, 1849, authorizing the substitution of landmen as marines. Two hundred of these have recently been temporarily substituted under the provisions of that act for the purposes of the Paraguay expedition. This number of privates, now again recommended, is necessary for the service, to furnish the proper guards for shore stations and for vessels at sea. It will require the usual proportion of commissioned and non-commissioned officers to organize the corps thus increased with the proper degree of efficiency.

By the act of June 12, 1858, making appropriations for the naval service, the Secretaries of the Treasury and Navy were "authorized and required to ascertain, in such way as they may deem best, the actual value of the ten acres of land heretofore belonging to the navy hospital estate at Chelsea, and ceded by the 6th section of the act making appropriations for the civil and diplomatic service of the government, approved March 3, 1855, for the purposes of a marine hospital for the district of Boston and Charlestown;" and the Secretary of the Treasury was directed "to pay the so ascertained value of the said ten acres, out of any money in the treasury not otherwise appropriated, to the credit of the naval hospital fund, out of which the original purchase of the property so ceded was made."

In pursuance of this act, a commissioner was appointed in November last by each of the departments to ascertain the value of the land. They were authorized to appoint a third party to act with them. Surgeon Whelan, Chief of the Bureau of Medicine and Surgery, was appointed by me, and Major A. H. Bowman, of the Corps of Engineers, was appointed by the Secretary of the Treasury. The third party, Samuel Hatch, Esq., of Boston, was selected by them. After examining the land in question, and carefully considering the subject, they unanimously awarded that there should be paid by the Treasury Department to the navy hospital fund for this lot of ten acres of land the sum of fifty thousand dollars.

The board of officers, consisting of Commodores McCauley and Lavallette and Commanders Marchand and Steedman, heretofore appointed to prepare a code of signals for the use of the navy, have reported a

code which, on the 13th of July last, was adopted by the Department. It embraces day, night, and fog signals, and has been printed and partly distributed to vessels in commission.

The act making appropriations for the naval service, passed March 3, 1857, directed the Secretary of the Navy "to have prepared and to report to Congress, for its approval, a code of regulations for the government of the navy." Such code I have had prepared by a board of officers, convened at Washington on the 7th of August, 1857, consisting of a captain, commander, lieutenant, the lieutenant colonel of the marine corps, a purser, and a surgeon; and now, in obedience to the act, I report the same, that it may be laid before Congress. And in doing so, in order to avoid misconstruction, I beg leave to say that I entirely dissent from the course of giving to a code of regulations, descending into all the *minutiae* of unimportant details, the force of law. The authority of the commander-in-chief of the army and navy is adequate to the establishment of such regulations, as should be varied, modified, or suspended, from time to time; according to the exigencies of the service, and could not have the stability of law, without subjecting it to the greatest inconveniences and embarrassments. It would be incongruous to remedy these difficulties by making a code, thus sanctioned, subject to be amended, altered, modified, suspended, or repealed, in whole or in part, by the executive. And if the commander-in-chief were to be tied up by these regulations, so that his constitutional authority to command must not come into conflict with them, they would go far to repeal it.

The board has also reported, in the form of regulations, a code of laws for the government of the navy. This is not obnoxious to the same objections as a code of minute regulations enacted by Congress, because the subjects embraced in it are properly subjects of legislation which should not be left to executive discretion. This code is not a new one, but is composed of existing laws with some amendments.

The continuation of the exploration of the Parana and tributaries of the Paraguay, which was placed under the charge of Commander Thomas J. Page, has been somewhat retarded by his connexion with the naval expedition to Paraguay, sent out under authority of the act of Congress of last session. The small steamer *Argentina*, contracted for with Mr. Forbes, of Boston, to be used in the exploration, and at the date of my last report nearly completed, arrived at Buenos Ayres on the 19th of April, and was delivered to Lieutenant McGary, who, with others of the surveying party, had arrived there on the 29th of March. They proceeded in the steamer to Rosario on the Parana, and there awaiting the arrival of Commander Page, engaged in such preliminary surveys and other work of exploration as could be successfully prosecuted in his absence. The charts compiled from the results of the former survey of the La Plata and its tributaries having been completed, the office was closed on the 30th of September last.

The expedition sent to New Granada by the War and Navy Depart-

ments, to survey a route for a ship canal from the Atlantic to the Pacific through the Atrato and Truando rivers, in pursuance of the act of Congress of March 3, 1857, making appropriations for the naval service, returned in safety in May last, having accomplished the enterprise in which they were embarked. The particular object of it was to verify a former survey. Lieutenant Craven, of the navy, and Lieutenant Michler, of the army, who were detailed for this service, have not yet completed the labor of reducing their data to a result. It is understood they differ in opinion as to the feasibility of a ship canal from ocean to ocean in the contemplated route. As soon as the report shall be presented to the Department, it will be transmitted to Congress.

The resolution of the Senate of the 13th of April last, instructed the Secretary of the Navy to cause a thorough examination of the iron, coal, and timber of the Deep River country in the State of North Carolina, and to report at the next session of Congress upon the expediency of establishing, at some point in that State, machine and workshops for the construction of engines, boilers, &c., for naval vessels. In compliance with this resolution I appointed a commission, consisting of Captain Wilkes, Messrs. Hunt and Martin chief engineers, and Mr. Pook naval constructor, to make the examination. This examination has been made, but the report has not yet been presented to the Department.

The Home squadron, under the command of Flag Officer McIntosh, at present consists of the Roanoke, Savannah, Jamestown, and Saratoga. The St. Louis is preparing to join it. The Susquehanna, Plymouth, Fulton, and Dolphin have recently been withdrawn from it, the two latter having been ordered to Paraguay.

Flag Officer Long commands the Pacific squadron, now consisting of the Merrimac, Saranac, St. Marys, Cyane, Vandalia, and Decatur. The John Adams recently belonging to it, returned from the Pacific in April last.

The Mediterranean squadron commanded by Flag Officer Lavallette, consists of the Wabash and the Macedonian. The Congress returned home from this station in January, and the Constellation in June last.

The Brazil squadron has consisted of the St. Lawrence, the Fal-mouth, and the Perry, under the command of Flag Officer Forrest. This squadron has recently been largely reinforced as already mentioned, and Flag Officer Shubrick will succeed to the command of it on his arrival with the Sabine.

The African squadron is still under the command of Flag Officer Conover, and is composed of the Cumberland, Vincennes, Dale, and Marion. The St. Louis returned from this station in February last. The Bainbridge having joined this squadron in the spring, has recently been transferred to the Paraguay expedition.

The Powhatan, Minnesota, Mississippi, and Germantown compose the East India squadron under Flag Officer Tattnall. From this squadron the Levant returned home in April, the Portsmouth in June, and the San Jacinto in August. The Minnesota has received orders to return home, and may now be on the way.

The Dolphin, under the command of Lieutenant Maffitt, while

cruising on the north coast of Cuba, captured, on the 21st of August last, a brig having on board 318 Africans. She surrendered under American colors and proved to be "The Echo," formerly "The Putnam." When first seen she was standing towards Key Verde, apparently with the intention of landing her cargo. Her officers and crew numbered eighteen persons, several of them Americans. She was placed under the command of Lieutenant J. M. Bradford, with Lieutenant Carpenter and a crew, with orders to proceed to Charleston, where she arrived and was delivered, with 306 Africans, to the United States Marshal for the district. The crew of the slaver were held for trial and the Africans sent back to Africa. The captain of the Echo was transferred to the Dolphin and taken, by way of Key West, to Boston, where he was delivered to the authorities.

As there was reason to suspect, from information communicated to Lieutenant Maffitt, that other American vessels were engaged in the slave trade, and would shortly arrive on the north coast of Cuba, the United States steamer Despatch, under the command of Lieutenant Parrott, was sent to that vicinity to intercept them. She had been cruising for several months in the Gulf of Mexico for a similar purpose, in consequence of rumors that attempts would be there made to land cargoes of slaves within the limits of the United States. But the cruise of the Despatch has proved that these rumors were unfounded.

The sloop-of-war Marion, under Commander T. W. Brent, attached to the African squadron, and cruising on the southwest coast of Africa, on the 8th of September last, off Mayumbra, fell in with the American Ketch, "Brothers," James Gage master, just from Havana, bound for the river Yaire or Congo, and finding in her what in his opinion was ample evidence to justify it, seized her as engaged in the slave trade contrary to the act of Congress. She was immediately put under the command of Lieutenant E. E. Stone, with Midshipman N. Green and a crew, and sent to the port of Charleston, South Carolina, as the port to which she belonged, to be delivered with the crew and cargo into the custody of the United States Marshal for that district. She arrived there on the 11th of November last, and is now in the hands of the authorities to be proceeded against according to law.

Flag Officer McIntosh with his flag-ship the Colorado was instructed to visit the city of St. Domingo to inquire into the indignities reported to have been offered to the United States commercial agent at that port, to demand certain documents that had been refused in the case of the American schooner "Charles Hill," and to take such measures as might be necessary for the security of American citizens during the civil war prevailing in that quarter. He found Baez, the President, in the city besieged by Santana, who soon assumed the reins of government. He obtained the documents which he demanded, and the most satisfactory assurances that the flag and citizens of the United States should receive the respect and protection due to them.

The Saratoga, under Commander Thomas Turner, and the Plymouth, under Commander Dahlgren, touched at the island of Navassa, in pursuance of instructions, to look after our citizens engaged in removing therefrom a dangerous enemy had been interfere with their operations

and leave the island. This island is about 45 miles from St. Domingo, and 75 from Jamaica. Commander Turner, the senior officer, had been instructed to investigate the matter and to give such protection as circumstances should require. Finding the complaints of our citizens to be well founded he proceeded to Port au Prince, communicated the views of our government, and remonstrated against the course pursued towards those who were engaged in removing guano from the island of Navassa. He afterwards touched again at the island and found all things well. The men had resumed their operations and no further interruption was anticipated.

The sloop-of-war Plymouth, under Commander Dahlgren, while attached to the Home Squadron, visited Tampico in October, in consequence of certain forced loans levied upon American residents by General Garza, the Governor of Tamaulipas. Commander Dahlgren, in company with the United States consul, had an interview with General Garza and remonstrated against his measures. Subsequently, on the arrival of the Plymouth at Vera Cruz, he represented in person to President Juarez the improper course which General Garza was pursuing and obtained from him the assurance that the proceedings complained of were contrary to regulations, and that no such levies would be exacted in future.

The Fulton, under Lieutenant Almy, was sent in the spring from the Central American coast to inquire into the circumstances attending the detention of American merchant vessels at Tampico. He arrived off the bar April 13. Lieutenant Almy found the two forces, government and revolutionary, arrayed against each other, the latter under Gen. Garza, besieging the city. Five American vessels had been fired into and detained; one seized, half the cargo thrown ashore, and the Captain imprisoned. General Garza had established a custom-house at the entrance of the river, where he required all merchant vessels to pay duties, and detained such as refused, although they had already paid duties at the government custom-house at Tampico. Lieutenant Almy entered the river with the Fulton, placed her in position with her guns ready, and remonstrated against the action of General Garza, demanding the release of the captain and the vessels which were detained, all which was granted. Lieutenant Almy's course was fully approved by the Department. The Fulton remained at Tampico until May, when peace and quiet had been restored.

At San Juan del Sur in Nicaragua, in August, two citizens of the United States were seized in their houses by the military authorities and unjustly thrown into prison. Captain Kelly of the steam frigate Saranac, then lying in the harbor, satisfied of the injustice of their imprisonment demanded their release, and threatened to effect it by force. Before the threat was carried into execution, though not until preparations were made for that purpose, they were released, and the affair passed off without serious difficulty; the military governor, who had been absent, returning home and disapproving of the action of his deputy.

Flag Officer Forrest, of the Brazil squadron, in January last landed a detachment of marines at Montevideo. When he arrived there a portion of the people had taken up arms and were advancing to the capital. The government applied to the foreign agents to land an

armed force to protect the lives and property of the foreign residents. A sufficient force was thereupon landed from the vessels present, and Flag Officer Forrest selected to command it. A strict neutrality was observed. The detachments returned to their respective ships in about ten days, without coming into collision with the revolutionists, they having capitulated on their approach to the capital.

These particular instances of direct interference are mentioned as illustrative of the manner in which the officers and vessels attached to the several squadrons are employed in protecting American interests within the limits of their respective stations. They are actively engaged in visiting important points, displaying the American flag in remote seas, interposing when necessary, inspiring our citizens in distant countries with a feeling of security, and exerting a salutary influence over those who might otherwise be disposed to annoy them. At no period when we were not actually engaged in war has the navy been more actively employed than during the past year.

To the reports from the several Bureaus I refer for a more particular account of their transactions than I have been able to give consistently with the brevity required in a general report. They show the condition of the navy yards, of the naval asylum, hospitals and magazines, of the ordnance department proper, the Naval Academy, the Naval Observatory, the new ships-of-war under construction, and the complete and ample provision made, with some exceptions which have been noticed, for the wants of those engaged in the naval service. They exhibit statements of expenditures in their respective branches, and estimates in detail of what will be required for the ensuing fiscal year. To one recommendation in relation to the naval asylum I would particularly advert—that of permitting the disabled or worn out seaman who has a home of his own, to which he has returned to pass the remainder of his days, to remain there and receive an annual stipend in money, instead of compelling him to leave it and resort to the asylum to obtain the benefit of the provision which the government has made for him out of his own earnings. I would recommend the enactment of a law authorizing this to be done.

I transmit, herewith, a communication from the Superintendent of the Naval Observatory, setting forth what has been accomplished by him and those under his immediate supervision, and what are now the wants of the institution. In reference to some of these wants I would observe that they arise from exigencies of the naval service, which are deemed more imperative than some of the astronomical duties which have been supposed to fall within the scope of the Naval Observatory. These duties are committed to the charge of a distinguished astronomer, who is aided in the performance of them by the professors of mathematics. The other duties of the Naval Observatory connected with the examination of the logs of vessels transmitted there, the ascertaining of prevailing winds and currents, and the preparation of sailing directions, are supposed to be within the competency of accomplished naval officers who have graduated at the Naval Academy with distinction, and in detailing them for duty at the Naval Observatory special reference is now always had to their

qualifications for this service. In commending the subject of this communication to particular attention I should do injustice to my own convictions were I not to express my high appreciation of the labors of Commander Maury, bestowed upon his Wind and Current Charts and Sailing Directions for many years past, and of the benefits conferred by him upon commerce by giving the results of those labors to the world. They are, in fact, part and parcel of the present universal policy of civilized nations to shorten and accelerate the transit from place to place, for all purposes of commerce and intelligence, to the utmost possible extent.

For the support of the navy and marine corps, and all other objects under the control of the Navy Department, for the fiscal year ending June 30, 1858, the estimates were \$13,803,212 77; appropriations, \$14,240,247 27; expenditures, \$13,870,684 76; there having been some curtailment of expenditures by reason of the falling off of the revenue.

For the fiscal year ending June 30, 1859, the estimates were \$14,616,298 23; appropriations, \$14,508,354 23, these having been largely retrenched in consequence of the diminution of the revenue, and again increased by appropriating \$1,200,000 for eight light draught war steamers, which were not embraced in the estimates.

For the fiscal year ending June 30, 1860, the estimates are \$13,500,370 80, including \$674,000 for completing the eight light draught steamers authorized at the last session of Congress, and not including the usual compensation of \$935,850 for steamship mail service, which will then be discontinued.

These estimates for the fiscal year ending June 30, 1860, are, for the navy proper, \$9,470,879; for the marine corps, \$703,394 55; and for all other objects \$3,326,097 25.

I have the honor to be, very respectfully, your obedient servant,

ISAAC TOUCEY,

Secretary of the Navy.

The President of the United States.

REPORT OF THE BOARD OF VISITORS TO THE NAVAL ACADEMY.

NAVAL ACADEMY, ANNAPOLIS, MARYLAND,

June 17, 1858.

SIR: In compliance with your instructions of the 17th of May, the board of officers appointed to witness the examination of acting midshipmen, and to examine into the state of the police discipline and general management of this institution, have performed the duties assigned them.

The board were very favorably impressed with the discipline and good order prevailing throughout the institution, and with the efficient police regulations established by the superintendent for the cleanliness and comfort of the quarters.

The subordination which seems to prevail among the students, not only manifested in their general orderly conduct, but in an exact attention to the forms of naval etiquette, reflect great credit upon the superintendent and all the officers connected with the institution.

The exercises of the great guns, in naval tactics, of the boat guns ashore and afloat, as well as the land artillery and infantry exercises, were conducted with spirit and exactness, which evince careful and effective training.

The classes generally have attained a very creditable proficiency in all the departments of study comprised in the academic course.

The suggestions contained in the reports made by preceding boards of visitors leave the present board but a few points of primary importance which have not been already offered to the consideration of the department.

Before touching upon these, however, we beg leave to express our concurrence in the recommendation of the academic board in July, 1857, to raise the qualifications of candidates for admission to the Academy to a higher standard. If this should be deemed inexpedient on account of the numbers who, from want of means of elementary education, would be excluded from entering the navy, the object may be attained by providing for a preparatory course of study, as recommended by the board of visitors of the same year. Serious embarrassment is now experienced in bringing forward the students of the fourth class, owing to the great inequality which exists in the attainments of the students, and the time consumed in raising the inferior members of the class to anything like a uniform standard.

The board would remark, in this place, that the Academy has suffered from some of its most prominent students leaving before the completion of the course, after acquiring all the information taught, which is not strictly professional.

Presuming that it was never contemplated to educate young men here for any occupation but that of the sea, it would seem just and expedient to require of all pupils of this institution that they should bind themselves to serve in the navy, after graduating, for at least the same period of time that cadets are required to serve in the army.

In view of the tendency of young officers to relax their studies when the restraints of academic discipline have been withdrawn, and the

injury which may arise from this neglect to the service, as well as to individuals, the board recommend that the journals required by the regulations of the Naval Academy, (chap. 8, art. 2,) to be presented by the candidates for final examination, should contain the number of examples of the following observations, taken and worked out by themselves, together with remarks, specified in the annexed list.

In this connexion, the board also recommend that, to secure to the officers that essential part of their education, a knowledge of French and Spanish, competent teachers should be attached to our ships on foreign stations, that the young gentlemen may have the benefit of their services afloat where those languages are in general use, and be examined at their final examination upon the proficiency they have made in those languages, and to be credited accordingly.

The board are of opinion that seamanship, practical navigation, naval gunnery, and naval tactics, are the primary and most important branches of study pursued at this institution, and therefore that too much stress cannot be laid upon their early acquirement. Without a practical knowledge of his profession, however well versed the young officer may be in the purely scientific department of study, he can never become a thoroughly competent officer and skilful seaman. They, therefore, recommend that the practice ship, when not on her annual cruise, should be kept here, that the classes may be familiarized with all the duties of a sailor, and all the equipments of a ship-of-war. Should this suggestion meet the approval of the department, the board would recommend that the crew of the practice ship should be selected with a special view to their qualifications to lead in the exercises and duties of seamen, and in the practical operations of rigging and working ship. None but men of sobriety and steady respectful demeanor will answer the purpose; it will therefore be desirable to hold out every inducement to such men to engage and remain in this service.

No provision exists at present at the Academy for teaching the sword exercise; the board would, therefore, recommend that a competent sword master be employed.

The wooden superstructure over the old barbette battery is unsafe, and should be replaced as soon as possible by one of masonry.

It will be remembered that the magazine is situated in this battery, and contains at all times a sufficient quantity of powder to produce most disastrous effects in case of explosion; the structure should therefore be made as much as possible fire-proof. The vicinity of the laboratory to this battery exposes the delicate and expensive instruments to the constant danger of injury whenever the guns are fired in practice. The board, therefore, beg to renew the recommendation made last year to remove the laboratory to a secure position.

The board having now completed their duties will adjourn *sine die*.
I have the honor to be, very respectfully, your obedient servant,

GEORGE W. STOREB,
President of the Board.

HON. ISAAC TOUCHY,
Secretary of the Navy.

COMMUNICATION FROM COMMANDER MAURY, SUPERINTENDENT OF THE
NATIONAL OBSERVATORY.OBSERVATORY, WASHINGTON, *October 11, 1858.*

SIR: The average time occupied by sailing vessels to all parts, the way to which lies across the equator in the Atlantic, has been considerably shortened since the publication of the last edition of *Sailing Directions* from this office, which accompany the *Wind and Current Charts*. This saving of time applies to the voyage to Rio, California, Australia, India, China, and to every other voyage that involves the doubling either of Cape Horn or of the Cape of Good Hope. This saving is to be accounted for by the increasing confidence with which shipmasters continue to regard the results of our investigations concerning winds and currents, and the growing boldness with which they follow the directions given.

All the commercial nations are now co-operating with us in collecting and digesting materials for proper wind and current charts. Many of the contributions made by them are of exceeding value.

As an evidence of the estimation in which the labors of this office concerning navigation and the physics of the sea are held in Europe, I may be excused for mentioning the fact that the rulers of the states whose subjects are generally most interested in commerce and navigation have made, or expressed their desire to make, some acknowledgment to me of the value which they set upon the labors of this office.

France, Russia, Denmark, Belgium and Sardinia, have either offered or asked the consent of this government to confer orders of knighthood or titles of nobility. Norway and Sweden, Holland, Prussia, and Austria, with the republic of Bremen, have either struck medals or voted their great gold medals of science in token of their appreciation of those labors.

And as a mark of still higher appreciation of practical results, Holland, England, and France, the three having the largest interest on the high seas, have each established a bureau upon the plan of this office, especially to co-operate and assist in those observations and researches which have brought the hydrographical labors of the Observatory into such favorable notice.

The bureau established for this purpose in England is called the Meteorological Department of the Board of Trade; Admiral Fitz Roy is at the head of it. There all the log-books kept on board of English ships are returned for discussion by him and his assistants; and in order to encourage British shipmasters in the undertaking, the government loans them certain instruments, and awards premiums and prizes for the best kept abstracts.

At the time that office was established it was estimated by Admiral Beechy that the commercial marine of Great Britain did not afford more than two hundred and fifty shipmasters capable of keeping the abstract log.

The Meteorological Department of the Board of Trade will therefore only permit the best among their merchant captains to make their

observations. Here no such selection is made, for every American sea captain capable of navigating his ship is found capable of making the requisite observations; consequently the number of vessels co-operating with this office is much greater than the number co-operating with that.

The publications issued from the English office are styled the *Meteorological Papers of the Board of Trade*; they contain much valuable information, and are liberally supplied to this office, without charge, for gratuitous distribution among American navigators.

The same is the case with the Dutch and the Royal Meteorological Institute of Utrecht. Its superintendency is dual. Professor Bays Ballot is in charge of the land observations, and Lieutenant Van Gogh of the sea.

They have made most valuable contributions. They went to work in a masterly manner, and by their discussion and their publications, the voyage from the north of Europe to India has been shortened about 10 per cent. in the average. The works of this office (and they are exceedingly valuable) are also supplied for gratuitous distribution among American shipmasters.

In Holland the observations have been extended from the land to the sea, as recommended by the Brussels conference. The importance of a like extension to the industrial pursuits of this country has been often represented to the department. As a result, that office is enabled to give the shipping in port and the people on shore warning of every gale from twelve to twenty-four hours before it comes upon them.

The French have established their wind and current bureau in the department of marine. It is in charge of Captain de la Marche, a hydrographical engineer of distinguished merit in the imperial navy. It is now in the course of organization, consequently it has yet made no publications, though, by order of the government, the last edition of *Sailing Directions* published from this office has been translated into French, by Lieutenant Vanéechont, of that service, and it is now in course of publication, as a national work, for the use of the marine of the empire.

The observations under all flags are made according to the plan of the log proposed by the maritime conference of Brussels in 1853.

With this uniformity of plan with standard instruments, and with the hearty co-operation enlisted in this system of research, the dangers of the sea and the time of passage under canvas have both been lessened.

The materials thus collected have enabled this office and that of Utrecht, together, not only to point out those routes across the ocean which united experience has proved to be the best, but, to construct "time tables" for them also. By these time tables every sailing vessel will be enabled to know in any part of the voyage how much she is behind time or ahead of time; and the master who uses them will be able to perceive how, when, and where he gained or lost on the way.

In this system of physical research, observations, which in all others are generally so expensive, cost nothing. The system is capable of expansion, and resu value would flow from it upon.

dustrial pursuits of the country generally, were it extended landward, so as to include the great chain of lakes, and bring into play the powers of the magnetic telegraph as a meteorological implement.

On the 4th and 18th of February last I addressed you upon this subject, and beg now to call your attention to the views then expressed. Time and observation confirm me in them.

Volume 1, 8th edition, of Sailing Directions has been printed, and volume 2 is in the hands of the public printer. This work should have been published ere this, but the force of the office available for duty in this department of its labors is so often changed, and has been so much reduced in the last two or three years, as to make the preliminary examination of materials and the requisite discussion very slow work.

Under the Bureau of Ordnance and Hydrography, this is the hydrographical office for the navy. To such an office a chartographer would seem to be indispensable, and yet you will be surprised, no doubt, to learn that there is no person at the Observatory that has any manual experience or skill whatever in the construction of the charts; nor has there been, except now and then, in the case of officers detailed for duty here happening to possess accomplishments in the chart line.

I venture, therefore, to urge upon you the importance of a skilful chartographer as a permanent officer of this establishment; and the necessity for appointing such will appear more obvious to you, no doubt, when it is recollected that in detailing officers for duty at the Observatory no special reference is had to any peculiar fitness for the duties to be performed. All of good standing in the service are held theoretically to be equally well qualified for observatory duty. This is a very good theory, but experience does not permit me to say as much for its practice.

I venture, also, again to call your attention to the astronomical department. In consequence of eye sight destroyed or impaired health of the corps of observers and computers, it has become unable to perform the proper or the necessary amount of work required in this department of our labors.

On the 3d of March last I addressed a letter to the bureau upon this subject. I then suggested and recommended, hoping it would receive your favorable consideration, the creation of a small corps of assistant professors of mathematics. I beg you will consider that letter as a part of this, with an earnest request for its attentive consideration. I append hereunto a copy of that letter.

It has been made by the department the special duty of the Observatory to make a catalogue of the stars. This work was commenced in 1846, and was vigorously prosecuted for a few years and until the astronomical force of the Observatory was found unequal to the task. Though the places of many thousand stars were observed, they remain unrecorded to this day for the want of the requisite computing force.

It was the design to penetrate every part of space in the visible heavens with some one or more of our superb telescopes, and to make a record of whatever should be there found, eliminate errors of observation, publish the results, and thus make a contribution to astronomy

that would have a practicable value for all time. It was intended to be a contribution worthy of the age and of the nation.

Catalogues have been made, but no such work as this has ever been attempted. It contemplates nothing short of an inventory of the starry heavens, so far as a splendid set of instruments admirably adapted to the purpose will enable us to make one. This work being carried out, we should enable posterity in the remotest future to reproduce the skies as they appear to us, and to say of a certainty how far the great law of change with us extends to the skies and among the stars.

The work proposed will, when completed, endure as long as the science of astronomy shall be cultivated. Wherever it has a disciple there would this work be known. It is one which is worthy of this nation and I hope you will encourage me and be able to afford the requisite force for its completion. Had our strength never been impaired, nor our force reduced, this work would by this time have been well nigh accomplished.

More room for the proper accommodation and safe keeping of the public property in charge of this office is much needed. Here the charts and instruments of the navy are kept. They are accumulative, and require more and more room. The abstract logs alone require a room to themselves; and there is not a room in the office available for proper chart work.

Estimates and plans for enlarging the present accommodations have been submitted in my former communications, and I beg leave to refer to them with the remark that the business of the office daily suggests the necessity and the advantages of such enlargement.

Respectfully, &c.,

M. F. MAURY,
Superintendent.

Hon. ISAAC TOUCEY,
Secretary of the Navy, Washington.

REPORT OF PROFESSOR WHITLOCK ON THE PREPARATION OF THE NAUTICAL ALMANAC.

CAMBRIDGE, *September 11, 1858.*

SIR: I have the honor to submit to the department the following report of the progress and state of the work under my charge.

The large volume of the American Ephemeris and Nautical Almanac, for the year 1860, which was far advanced at the time of the report of last year, has been completed and published. The small volume for the year 1861 has been completed, and the larger volume for 1861 will probably be finished before the close of this year. Considerable progress has also been made on the volume for the year 1862. There has been a gain of about three months over last year in the time of completing the small volume, and there will be a greater gain in the time of the large volumes for 1861 and for 1862.

In addition to the preparation of the annual volumes, as much labor has been bestowed on the improvement of planetary tables and methods

of computation as could be spared without interfering with other departments of the work. One of the most important of the elliptic tables of the planet Mars has been computed by the calculating engine of the Dudley Observatory, at Albany. The computations have been made, and the results printed on lead plates, by the machine. The object has been to ascertain, by a trial that would involve a very small expense, whether this extraordinary instrument could be employed with advantage on the work of preparing the Nautical Almanac. A complete report has not been received from the director of the observatory, who has had charge of these computations, but the result thus far has not been such as to demonstrate to my satisfaction that any considerable portion of the Almanac can be computed more economically by this machine than by the ordinary methods, or that it would be expedient to continue, at present, the trial further than the completion of the tables already begun. At the same time, what has been done may justly be regarded as a wonderful triumph of ingenuity; and the encouragement that it affords to the hope that the immense labor of astronomical calculations may be materially diminished by the aid of machinery would render it in the highest degree desirable that some special provision should be made for improving and fairly testing the powers of this machine, which offers much greater promise of success than any that has yet been tried. Considerable labor has been bestowed on the computations relating to the new planets. Ephemerides of twenty-eight of those that will be in opposition in the year 1859 have been computed, and will be published as a supplement to the volume for the year 1860. It has been thought expedient to carry forward, by such special methods as have been heretofore employed, the work on those asteroids only to which they could be most advantageously applied, and not distribute the whole work until the best and most economical method of prosecuting it could be obtained; for this reason the whole amount of the appropriation for this purpose has not been expended. As many ephemerides have been computed, however, as were originally contemplated in the estimates of Commander Davis, and the part of the work that has been postponed can now be completed without any disadvantage from the delay. A method of computation has been decided upon, and a systematic arrangement of the labor has been adopted, which will be applied in the asteroid supplement to the volume for the year 1861. It is believed that it will not require material modification for many years, and that it will greatly reduce the labor and expense of preparing the asteroid computations, and enable us, with the sum originally estimated for twenty-four planets, to continue the work upon the whole group—now fifty-three.

As fast as the orbits of any of those new planets are determined with sufficient accuracy and the means of the office will allow, permanent tables that will require no change for fifty years will be computed, that will diminish still further the work of preparing their annual ephemerides; and by thus continually reducing the number to which special methods must be applied, we may expect to keep within moderate limits the labor which would otherwise be indefinitely augmented by the continual increase of their numbers.

Professor Peirce has given special attention to the subject of tabulation of the asteroids. He has completed, in an improved form, tables

of Egeria, and has nearly completed tables of Astræ, in which very important improvements in the method of computing the perturbations caused by the larger planets have been made.

Generally the work of the office is further advanced than it has been at this time in any previous year; but it is very important that there should be a still greater gain, so that the annual volume may be published almost a year earlier than it has been heretofore. This can be accomplished in a few years, with a small temporary increase in the force at present employed on the computations, without exceeding the limits of the present appropriation.

The general plan devised and adopted by Commander Davis for prosecuting the work of the office has been adhered to, and but few changes have been made in the distribution of the details; and in the contents and arrangement of the volumes, only such alterations as are made necessary by the change in the method for the new planets.

In fact, any important alteration in a work upon the plan of which so much thought has been bestowed, and which seems to have given general satisfaction, even if a theoretical improvement could be introduced, would be more likely to prove injurious than beneficial, by giving to the work a character of instability, and by perplexing the navigator by changes after he has become familiar with the established forms and arrangement. Some few modifications, however, in the part designed especially for the use of astronomers, where they would not be liable to these objections, may be introduced in a future volume with advantage.

The arrangement made with Mr. Blunt for the sale of the work, which begins with the volume for 1860, and by which a sale of eleven thousand copies of the small volume has already been secured, will, I have no doubt, be the means in time of bringing the Almanac into general use, and of greatly promoting its usefulness.

I am, very respectfully, your obedient servant,

JOSEPH WINLOCK.

Hon. ISAAC TOUCHEY, *Secretary of the Navy.*

REPORT OF THE BUREAU OF YARDS AND DOCKS.

BUREAU OF YARDS AND DOCKS,
November 22, 1858.

SIR: I have the honor to submit herewith my report, in duplicate, for the past year, with an abstract of the same. I transmit also duplicate and triplicate sets of the estimates from this bureau for the year ending June 30, 1860, the first set having been submitted on the 9th ultimo.

An abstract of the offers which have been received for furnishing supplies coming under the cognizance of this bureau for the year ending June 30, 1858, is also herewith submitted.

A list of the contracts made by this bureau is being prepared, and will be submitted as soon as it shall be completed.

I have the honor to be, with great respect, your obedient servant,

JOS. SMITH.

Hon. ISAAC TOUCHEY, *Secretary of the Navy.*

Report from the Bureau of Yards and Docks, in explanation of the estimates from that bureau, under the head of each navy yard, as to works which have been completed during the past year, those now in progress, and as regards the estimates which are now submitted in detail, for the year ending 30th June, 1860.

PORTSMOUTH, NEW HAMPSHIRE.

The works of improvement which have been completed at this yard during the past fiscal year are: drains, gutters, and paving; dredging in front of dock basin, pitch house, iron fences, lodge for ordinary, and mooring piers for floating dock. These objects have all been completed in a faithful and workmanlike manner, and there has been expended upon them during the fiscal year, for labor, \$16,256 05; for materials, \$9,922 88—making an aggregate of \$26,178 94. The works upon which expenditures have been made, but which are not yet completed, are:

1. *Dock basin.*—Since July 1, 1857, about three hundred lineal feet of wall have been removed, and preparations have been made for relaying. About one-half of the new course of stone required to strengthen the wall has been cut, the pumps and pumping apparatus constructed and in readiness to be put in operation whenever the dock is not in use. Since the repairs of the basin walls were authorized, the floating dock has been in such frequent use that no considerable length of time could be obtained for working on these walls, and consequently this work has necessarily been much delayed. The repairs, however, will be urged forward and completed with all practicable despatch.

2. *Removing ledge.*—Within the year about twenty-five thousand cubic yards of ledge, stone, and earth, have been removed from the hill, and about two acres in surface have been levelled and graded. The materials so removed have been deposited on the flats and low grounds, by which more than an acre of territory has been added to the area of the yard, and made available working ground, which was before useless for government purposes.

3. *Coal house.*—The foundations of this building have been laid and the walls carried up to the second floor. The building is of stone, resting on ledge, and is, so far, most thoroughly and substantially built.

4. *Officers' and muster room.*—The grading at the site for this building is being done by contract, and the delay on the part of the contractor has prevented the commencement of the work. Nearly all the materials have been procured, and the foundations will be commenced as soon as the necessary excavation and grading are completed.

5. *Tank shed.*—Within the year the foundations have been laid, the walls erected, and the roof nearly slated. There remains, to complete the shed, the grading around it, concreting the floor, setting the edge-stone, finishing the roof, and painting. This season the tanks will be securely stored.

6. *Engine house.*—The additional story authorized for the engine house has not been commenced, because the machinery in the building has been required in constant use for ship and other work, and it must be stopped necessarily while the addition to the building is being made. The materials have been procured, and the work will be done as soon as the machinery can be dispensed with for a few weeks.

7. *Repairs of all kinds.*—The floating dock has been caulked and repaired to a large extent, that it might be in readiness for any emergency. Repairs have also been made on the yard buildings, officers' quarters, bridges, landing stages, platforms, boats, roads, walks, gutters, drains, fences, walls, cranes, crane-scows, derricks, furnaces, forges, stoves, timber and knee dock, slips, and such miscellaneous objects as have been necessary. The amount expended upon these various objects of improvement and repairs is, for labor \$49,400 88, and for materials \$18,439 12—making an aggregate of \$67,840.

There has been expended for contingent the sum of \$38,096 91.

Plans and estimates are submitted for the fiscal year ending June 30, 1860, for the following objects, viz: Removing coffer dam; sewer; extending machine shop; boat-house and carpenter's shop; gas-works; capstans for masting sheers; repairs of floating dock, and for repairs of all kinds, amounting in the aggregate to \$105,477.

1. *Removing coffer dam.*—The coffer dam constructed by the contractors for building the dock basin extends beyond the line of the quay wall authorized to be laid, and to connect with the basin walls, and must necessarily be removed before the walls can be commenced. The piles of which this dam are composed are so near the foundation on which the basin rests that it would endanger the basin walls were they to be drawn; it will therefore be necessary to excavate around them, cut them off at the proper depth, and lay the stone walls upon them; after the stone work is laid, filling must be placed to cover the wood, so that the marine worms cannot destroy the pile foundation. This work will be in water at least six feet deep at low tide, and consequently the diving bell, or some other expensive means, must be resorted to. The work is of much importance and the appropriation highly necessary.

2. *Sewer.*—The drainage from the officers' quarters and a large portion of the yard has hitherto deposited itself in the low grounds west of the barracks, and the exhalations arising therefrom in mid-summer have been very offensive. In removing the earth and grading the hill it has become necessary to fill this stagnant pool, so that now there is no outlet to the sinks and cellars of the houses. It is therefore proposed to construct a brick sewer for the purpose of draining this part of the yard. The object is an important one, and when completed will add to the health and comfort of those living and working in the vicinity.

3. *Extending machine shop.*—The present machine shop is quite limited in size, most of the heavy tools are in the second story, and much delay and expense are incurred in taking up heavy castings and lowering them again after being finished. It is proposed to extend the building thirty-four feet, and place the heavy tools on the ground

floor; by which arrangement, time and labor will be economized, and the work greatly facilitated.

4. *Boat-house and carpenter's shop.*—The building now occupied by the boat-builders and carpenters is old, the floor timbers and sills rotten, the foundation walls insecure, and the whole unsafe and unsuitable for the purpose. It is proposed to construct a permanent building on the site now occupied for that purpose, arranged with slips, steam-boxes and benches, in a more convenient and appropriate manner, for the use of the workmen as well as the security of the public property contained therein.

5. *Gas-works.*—This yard being unprotected by a wall, and accessible by water at every point, it is important that sufficient light be provided to enable the watchmen to be vigilant in the discharge of their duty. In tempestuous weather, or in the winter months, it is believed that the introduction of gas would be, in point of economy and security of property, for the interest of the government. It is ascertained that in establishments of much less magnitude, gas is preferable, and small corporations have introduced this method of lighting as the most safe, certain and economical.

The estimate embraces the cost of the entire works, including pipes and lanterns.

6. *Capstans for masting shears.*—The capstans which have heretofore been in use in masting ships, are old, rotten and completely worn out, and are now utterly unsafe. It is indispensably necessary that new capstans should be prepared and put in readiness for placing the machinery on board the new sloop-of-war now building.

7. *Repairs of floating docks.*—For the preservation and care of the dock, and to insure its successful operation with the greatest facility and least cost, the following repairs should be made. The end gates require new knees, and packing of felt, to exclude the water during the operation of raising ships; ring bolts for hauling vessels in and out of dock; the dock requires painting; all the pumps to be overhauled and repaired; air ports to be out for ventilation and preservation of timbers; three additional wicket gates; fitting blocks; covering ways; coppering basin-gate and repairing copper on dock, and new grate bars for boiler furnaces. All these repairs are regarded as of vital importance, and the estimate submitted will provide for them, as well as incidental expenses which may possibly occur.

8. *Repairs of all kinds.*—In the amount estimated under this head is embraced the necessary repairs to the ship-houses, timber-sheds, storehouses, work shops, officers' quarters, bridges, landing stages, boats, scows, roads, walks, gutters, drains, fences, walls, cranes, derricks, furnaces, forges and stoves, timber and knee docks and slips, and all other miscellaneous and incidental repairs which may become necessary during the fiscal year.

BOSTON.

The works of improvement which have been completed during the past year as reported, are machine shop, foundry, &c.; machinery for machine shop; bobbins for rope walk; dredge boats and scows;

reservoir ; water closets, and floating stages, and paving. Upon these objects there has been expended during the past fiscal year for labor \$54,741 03 : and for materials \$128,059 49 ; amounting in the aggregate to \$182,800 52.

The works upon which expenditures have been made, but which are not yet completed are :

1. *Cleaning out timber dock.*—The work of cleaning out the timber dock has necessarily been slow, as in addition to its being tide work, the use of the dock for the reception of timber and other purposes, has rendered it impossible to employ more than three scows at a time. It will probably be completed within the present year.

2. *Extending city sewer.*—The work upon this object has been suspended for the purpose of ascertaining if some arrangement could not be made with the city government of Charlestown to relieve the yard entirely of this easement. It having been decided that no such arrangement can be made at this time, the work will be commenced at once and probably completed during the present or early in the next season.

3. *Pile wharf.*—The materials have been procured for the pile wharf, but the use of the machines and apparatus upon works of greater urgency has delayed this work. It is now proposed to defer it until the next season when it will be urged forward with all practicable despatch.

4. *Extension of dry dock.*—This work has been prosecuted with great vigor ; about one half of the head of the dock has been removed ; the excavation entirely completed, a large portion of the rough stone work laid, and all the new stone work cut and delivered. The culverts will be connected and completed and a portion of the hammered stone set during the present season, and it is confidently expected that the work will be entirely completed during the next season.

5. *Repairs of all kinds.*—The usual necessary annual repairs have been put upon the various buildings, wharves, docks, roads, fences, and other existing works, and for these improvements and repairs there has been expended during the fiscal year the sum of \$211,436 35.

There has been expended for contingent during the past year the sum of \$52,143 40.

Plans and estimates are submitted for the fiscal year ending June 30, 1860, for the following objects viz : Machinery for machine shop, foundry, &c. ; reservoir and steam pump ; pattern shop ; grading, paving and draining ; coal house for foundry and smithery ; rail-tracks and cars ; sidewalk on Chelsea street ; paving portion of Wapping street ; steam fire engine ; offices and fences ; water closets, and for repairs of all kinds, amounting in the aggregate to \$308,450.

1. *Machinery for machine shops, foundry, &c.*—The amount asked for under this head is indispensably necessary, and it is hoped will be amply sufficient to complete and fit up in every particular, and in the most thorough manner, all the departments connected with the two foundries, smithery, boiler shop, and machine shop, as well as the portion of the yard adjacent to the buildings, extending from the central avenue of the yard to the sea-wall on the east and north of the timber dock.

2. *Reservoir and steam pump.*—The reservoir and steam pump are greatly needed to avoid the expense and delay occasioned by hand pumping. The plan proposed is the same as at the New York yard, and it is considered advisable to have it executed in the same manner, that is, by contract with some person engaged in the business who may have a thorough knowledge of the work desired.

3. *Pattern shop.*—The amount asked for this object is necessary to render the establishment complete for the manufacture of marine engines, and other machinery, and it is believed will be sufficient to complete it in all respects.

4. *Grading, paving and draining.*—The paving and drainage of the portion of the yard adjacent to the dry dock is very much in need of repairs throughout, and some considerable changes are required by the extension of the dock: it is therefore proposed to reconstruct the surface water culverts and pave around the dock with block paving.

5. *Coal-house for foundry and smithery.*—This building is much needed, there being no proper accommodations for the storage of coal in the vicinity of these work-shops.

6. *Rail tracks and cars.*—The expense of transporting heavy articles in this yard is very great, and it is believed that much economy in time and labor, may be secured, by constructing lines of rail tracks through the principal avenues. An estimate is therefore submitted for commencing this work.

7. *Sidewalk on Chelsea street.*—This estimate is submitted at the request of the authorities of Charlestown, for a sidewalk on the public street on the westerly side of the yard. Such a walk would be a great convenience to the yard, more than to the city generally, as it would be used principally by the residents in the yard and the employes in passing in and out of the yard at the lower entrance. Were the yard private property, the proprietors would be compelled to make this foot-walk, and it seems but just that the government should contribute its portion towards the expense of a public convenience.

8. *Paving portion of Wapping street.*—The portion of this street which it is proposed to pave, is just at the main entrance to the yard, and is much used for yard purposes. It is in a very dilapidated condition, entirely inadequate to the great and increasing occupation of the same for government purposes, and any improvement in its facilities as a thoroughfare, will be very beneficial to the interests of the yard. The authorities of the city of Charlestown propose to furnish the remaining sum necessary for completing the pavement.

9. *Steam fire-engine.*—The steam fire-engine is considered very desirable on account of its greater efficiency over the hand machinery in case of fire. It is also believed that the expense of keeping the steam apparatus in order would be much less than the amount now expended on hand-engines.

10. *Offices and fences.*—An estimate is submitted for erecting a building for the accommodation of the various offices at the yard. The commandant's office is now in an old building, entirely inadequate in every respect, and is in a dilapidated state.

11. *Water closets.*—This improvement is indispensable for the use of the workmen employed in and around the dry dock.

12. *Repairs of all kinds.*—The amount asked for under this head is such as will be required for the necessary annual repairs of the various storehouses, ship-houses, workshops, timber sheds, offices, officers' quarters, roads, fences, wharves, walls, and other existing improvements.

NEW YORK.

The works of improvement which have been completed at this yard during the past fiscal year are: timber shed, completing engine-house, timber and knee slip, and heating plumber's shop. There has been expended on these objects during the year \$11,188 14.

The works upon which expenditures have been made, but which are not yet completed are:

1. *Quay wall.*—But little progress has been made in laying this wall the past season, and the work has not been carried on satisfactorily.

2. *Smithery and extension.*—In this building the muffle-furnace and trip-hammer have been put up; the truss frame for securing the crane has been built and put in place; iron gutters have been procured but are not yet in place. The steam hammer, furnace, boilers, steam pump, blower and appurtenances have been completed and placed in successful operation. Four new forges have also been started, and two additional cranes are in progress.

3. *Foundry, boiler, and machine shop, and machinery.*—The iron foundry has been put in successful operation; three cranes and all the machinery necessary in this building, have been constructed and put in operation. The louvre over the boiler shop has been prepared for the winter; an old engine and boiler and all the machinery to suit present requirements, have been erected in the boiler shop, and the usual work of such a shop has been some time in progress.

Some further conveniences will be needed to complete the establishment.

In the machine shop the wall next the east end of the galleries has been removed and the lower gallery extended, thus providing room for the large planing machine, heavy face lathe, and the new large double headed engine lathe, all of which have been put up on the ground floor and are in operation.

The paint room has been removed from the lower north gallery, a line of shafting extended its whole length, and three small lathes, one planing machine, and one machine for cutting gearing placed on it and put in operation.

4. *Dredging channels.*—This work was continued as usual to the extent of the appropriation. The mud obtained was deposited on the new purchase, and a considerable area of new ground acquired thereby. This is a continuous work.

5. *Storehouse.*—The cellar walls of this building have been built up to the first floor all around, and about three-fourths of the back wall has been carried up to the second floor. The water table is laid and the front area walls half finished. The window frames and floor timbers are prepared, the stone sills, lintels, corner blocks, and a large portion of the bricks and timber have been received from the

contractors, and the work will now be pushed forward as rapidly as possible. To complete it will require \$8,000 beyond the sum allotted.

6. *Launching ways.*—This work was commenced in June 1857, and thus far has nearly absorbed the appropriation for two slips, and will require \$25,000 to complete it. The work has not been judiciously conducted. Much time and labor were expended in clearing out the old materials, re-driving piles and excavating to the proper depth. The work being under cover, was carried on during the winter, and stone cutters were engaged in preparing the stone. The masons commenced laying the stone in May last and proceeded up to the middle of June, when about 100 feet of the upper south end was advanced far towards completion. The greatest obstacle to the progress of this work is the water, and a large portion of the expense will have been incurred in tearing up the old work outside the ship house. Old cob-work lies immediately under the ways, and in addition to this a pier of cob-work projects some fifty feet into the channel.

This old work must all be removed, and as it is accomplished by means of the diving bell the process is tedious and expensive. In view of the very expensive nature of the work outside the ship house, which necessarily includes a portion of the quay wall, an additional appropriation will be necessary for the completion of this work.

7. *Dry dock.*—Some of the upper courses of stone work at the west end of the caisson, which had been forced out of place, have been relaid. The caisson and turning gates have been scraped and painted, and the dock is now in good working condition.

8. *Filling in new purchase.*—The filling in required for the marine barracks was nearly completed last autumn. From a few borings made with a small auger, it appears the gravel filling has penetrated to the depth of 19 or 20 feet from the surface, or about 7 feet below the original level of the mud, hard bottom being 8 or 9 feet deeper still. The contractor for excavating and piling the foundations for the buildings, has commenced work and is urging it forward rapidly.

9. *Sewer extension.*—This work was finished last summer to the extent proposed. The old sewer was extended out as near to the proposed line of quay wall as advisable, and when that work is commenced the sewer will be simultaneously completed. The appropriation of \$60,000 for a sewer from Flushing avenue to the Wallabout, has not been used, for the reason that the law requires the city of Brooklyn to pay one-half of the expense of the sewer which shall be made on said avenue. The city has been frequently notified to join in the work, but up to this time it has declined to do so.

10. *Reservoir.*—The well to supply this building with water was sunk to the depth of 24 feet, most of the distance being through a very hard and solid rock. At this depth, a strong spring of water was tapped, which after careful analysis and measurement was found to supply water of excellent quality at the rate of about 120 gallons per minute. The building was commenced in April and has been carried up to the second floor on which the large iron tank is to rest: the tank is well advanced and the whole structure will probably be completed by the last of September.

11. *Repairs of all kinds.*—The usual annual repairs have been put

upon the various storehouses, work shops, ship houses, officers' quarters and offices, wharves, docks, roads, and fences, and upon these different objects of improvement and repairs, there has been expended during the fiscal year the sum of \$860,347 13.

There has been expended for contingent the sum of \$63,526 98.

Plans and estimates are submitted for the fiscal year ending 30th June, 1860, for the following objects, viz: brass foundry; boom derrick and foundation; removing and putting up shears; bilge blocks for dry dock; continuation of quay wall; dredging channels and repairing scows; paving and flagging; improving machine shop; heating new store; filling in new purchase; towards timber basin; completing launching ways to ship house E; sky lights to foundry and ventilators to smithery; painting and repairing dry dock; boilers for new boiler house; machinery for machine shop; brass and iron foundries; smithery; saw mill; boiler and pattern shops, and for repairs of all kinds amounting in the aggregate to \$319,959 00.

1. *Brass foundry*.—The want of this building has already been seriously felt, and as the work in the yard increases, there will be more urgent demand for it. At present there is no suitable place for making brass castings, and as there are frequent demands for such work, it is highly necessary that a proper foundry should be erected for the purpose.

2. *Boom derricks, and foundation*.—The present derrick is defective, and will require extensive repairs to render it safe for lifting heavy masts, boilers, &c., and it is deemed best to provide one of greater power. The expense attending the use of the floating derrick from New York is very heavy, and besides, its services cannot always be obtained when required.

3. *Removing and putting up shears*.—In case the new boom derrick is authorized, it is proposed to locate it at the site now occupied by the small shears, and to remove these to the end of the long dock west of ship house D. There will then be an abundance of facilities for landing articles of all kinds.

4. *Bilge blocks for dry dock*.—The present blocks have been in pretty constant use since the completion of the dock, and now require to be renewed. It is important that the work should be done as speedily as possible, otherwise the safety of vessels in dock may be hazarded.

5. *Continuation of quay wall*.—This work has been some time in progress, and it is desirable that it should proceed without interruption until completed. It is regarded as one of the most important objects for which estimates are submitted, and to secure economy in its construction liberal appropriations will be required.

6. *Dredging channels and repairing scows*.—It is indispensable that annual appropriations should be made for this object, as the almost constant use of the dredging machine is necessary to maintain a proper depth of water in front of the yard for the large number of naval vessels visiting this station.

7. *Paving and flagging*.—A small amount is required for paving some of the principal roads and for flagging the crossings. This is

an important object, tending to facilitate the transportation of timber and other heavy articles.

8. *Improvement of machine shop.*—The machine shop is quite limited in size, and it is proposed to remove one of the division walls of the building, and add floors over the space between the galleries in the main shop, by which arrangement additional space will be obtained, and the capacity of the shop greatly increased.

9. *Heating new store.*—The large store house now being erected for the use of the Bureau of Provisions and Clothing will soon be completed, and an estimate is submitted for heating this building, as well as for drying bread returned from ships.

10. *Filling in new purchase.*—A large area of this new purchase has already been filled in, and upon a portion of it the foundations of the marine barracks have been commenced, and it is expected that these buildings will be completed during the next year. To promote the health of the marines and others occupying these quarters, as well as to provide additional room for transacting the business of this important station, it is desirable that the whole area of this purchase should be filled in as rapidly as possible. An estimate for continuing this work is therefore submitted, and is considered of much importance.

11. *Towards timber basin.*—That part of the yard formerly appropriated for a timber basin, being wanted for other purposes, has been nearly all filled in, so that, except upon the block, there is no space for the water seasoning of the large quantities of timber that are used at this station. The want of such accommodation is seriously felt, and it is proposed to provide a proper timber basin where the timber may at all times be kept in the water, and convenient when required for use. To this end, an estimate is submitted for commencing the work, and it is hoped that an appropriation for this object will be obtained at an early day.

12. *Completing launching ways to ship house E.*—Appropriations have been made for this object, and considerable progress has been made in the construction; but the original estimate is found inadequate to the completion of the work, and a further estimate is therefore submitted.

13. *Sky-lights to foundry and ventilators to smithery.*—It is found necessary to provide additional light in the new foundry, and to construct additional ventilators for the smithery. The amount required for these objects is small, but much needed to promote the efficiency and comfort of the shops.

14. *Repairing dry dock.*—The amount asked for the dock is for necessary current repairs, and to keep the dock in good working condition.

15. *Boilers for new boiler house.*—An appropriation was made last year for the erection of a new boiler house, and it is proposed to concentrate the boilers in this building so that steam may be generated at one point, and conveyed to the engines in the different shops, thereby reducing the number of fires, and effecting an economy in the attendance. This is a very desirable object.

16. *Machinery for machine shop, foundries, smithery, saw mill, boiler,*

and pattern shops.—Additional cranes are required for the machine shop, and four large forges and cranes are necessary in the smithery to operate the new steam hammer. In the new brass foundry all the necessary apparatus for a complete establishment is to be provided; for the saw mill, one flooring machine, one morticing machine, one scroll saw, and one tenoning machine are much needed; and a new engine is required for the boiler shop to supply the place of an old one now nearly worn out. All the above machinery is highly necessary, and an estimate is submitted for the purchase of the same.

17: *Repairs of all kinds.*—An estimate is submitted for the usual necessary repairs of the various store houses, timber sheds, workshops, ship houses, offices, officers' quarters, wharves, docks, fences, roads, cisterns, and other improvements, and is such as will be required for the proper care and preservation of the public property.

PHILADELPHIA.

The works of improvement which have been completed in this yard during the past fiscal year, are: new steam house, guard house, new offices, extension of smithery, and the addition to engine house. Upon these objects there has been expended during the past year for materials \$5,563 51, and for labor \$7,537 43, making an aggregate of \$13,100 94.

The objects upon which expenditures have been made, but which are not completed, are:

1. *Dredging.*—During the past year about 20,000 cubic yards of mud have been excavated from the bottom of the Delaware river in front of the yard, at the point where the floating dock is operated, and this has been sufficient to maintain a proper depth of water for raising vessels on the dock.

2. *Dry dock.*—The floating dry dock has, from past experience of its efficiency, continued to prove satisfactory. The gradual substitution of iron floats, or tanks, for those of wood, will add much to the durability of the structure; and it is presumed that when all the wooden tanks have been replaced by those of iron, much of the expense for labor and materials annually required for repairs can be dispensed with. Several new floats of iron have been built, and they appear to answer an excellent purpose.

3. *Repairs of all kinds.*—The usual and necessary repairs have been put upon the various work shops, timber sheds, ship houses, wharves, boats, water pipes, gas lamps, floating stages, pavements, &c., and upon these objects of improvement and repairs there has been expended during the fiscal year the sum of \$58,418 66.

There has been expended for contingent the sum of \$28,720 69.

Plans and estimates are submitted for the fiscal year ending June 30, 1860, for the following objects, viz: boat shop, extending joiner's shop, dredging channels, repairs of floating dock, and for repairs of all kinds, amounting in the aggregate to \$122,997 00.

1. *Boat shop.*—When the shed now in use for a boat and spar shed was built, the operations of the yard were very limited in comparison with the other navy yards, and the building was sufficiently capacious

for all the necessities of the service here for both the purposes to which it is applied; but for the last four or five years the operative force employed, and the amount, as well as the importance of the work performed here, has placed it in every sense of the word, upon the basis of a first class navy yard; and as a consequence the shop or shed in question is found to be entirely too small and inadequate for the workmen employed in both branches, but large enough for either one. It is therefore proposed to erect a new building for a boat shop, and appropriate the old shed to the exclusive use of the sparmakers.

2. *Extending joiner's shop.*—For the same reasons as given for a new boat shop, it is found very desirable to extend the joiner shop. The present building though convenient and comfortable, is entirely too small to accommodate the number of workmen wanted to execute the public work with despatch. An estimate is therefore submitted for enlarging the present building.

3. *Dredging channels.*—The estimate submitted for this object is about the amount annually required for operating the dredge, and making such repairs as may be necessary to the machine and scows. The object is an important one, and necessary to insure the effective operation of the floating dock.

4. *Repairs of floating dock.*—In the estimate submitted for this object amounts are included for the construction of six additional iron floats, and iron floating gates for the entrance to the basin. The gates are indispensably necessary for the safety and protection of the property inside the basin, and they will be greatly needed by the time they can be constructed, as the present wooden floats are much decayed.

5. *Repairs of all kinds.*—The estimate submitted for this object is believed to be such as will be necessary for the usual repairs of the various buildings, docks, roads, and other improvements, having due regard to the public interests.

The area of this yard is so limited that all the workshops and conveniences required cannot be contained in it. It is recommended that an appropriation of \$85,000 be made to enlarge it.

WASHINGTON.

The works of improvement which have been completed at this yard during the past fiscal year, are forge shop, muster office, steam, hammer and slotting machines, and conversion of old ordnance to machine shop. These works have been completed for the amounts originally estimated, and there has been expended upon them during the year, for materials, \$24,921 17½, and for labor, \$24,061 84½, making in the aggregate the sum of \$48,983 02.

The objects of improvement which have been in progress during the year, but which are not yet completed, are:

1. *Extension of boiler shop.*—This building is now so far completed as to admit of occupation, and will be finished in a short time; the only work remaining to be done is a small amount of tin roofing for the ventilation.

2. *Steam engine and machinery for ordnance building.*—The expenditures under this head have been for the purchase and repair of tools;

several new lathes and planers have been added to the amount of machinery in this establishment, which is now in good condition. There still remains on hand a sufficient amount to purchase such other machinery as may be required.

3. *Removing shears.*—The present location being found most convenient, a portion of the amount under this head has been expended in giving them a thorough repair, which was much needed, the keels being found quite rotten and unsafe. They are now in good condition.

4. *Dredging channels.*—The dredging machine has been profitably employed in cleaning out the dock in front of the marine railway, and around the wharves and slips; and the machine and scows have been repaired and are now in good working condition. The balance on hand for this object will be sufficient for the next fiscal year.

5. *Pavements, drains, and gutters.*—A large amount of guttering has been laid at different points about the yard, by which the water is carried off rapidly, and the yard is well drained, thereby contributing much to the ease of transporting heavy articles.

6. *Reservoir for water.*—This work had been so far completed as to receive the water last year, and the only expenditure has been a small amount for painting. It is proposed to expend the balance of the appropriation for additional pipes for distributing the water.

7. *Gas pipes and fixtures.*—Nothing has been expended under this head during the past year except a small amount for changing the position of two lamps.

8. *Timber shed.*—A timber shed has been erected for the protection of lumber belonging to improvements of yard.

9. *Grading and filling.*—This appropriation has been usefully expended in filling up low places, and giving a large portion of the surface of the yard a good covering of gravel, improving the roads, and adding greatly to the appearance, comfort, and health of the place. On the east side, near the ship house, in order to make the requisite filling, it became necessary to remove the old board fence and build a wall to retain the earth. This has been done, and that part of the yard is now well secured.

10. *Machinery and tools.*—Under this head great additions and improvements have been made to the machinery in the yard; a very large lathe has been purchased and set up in the erecting shop; two powerful cranes have been built and put up in the same shop, and four others of smaller size provided for the machine shop. A bending machine has been purchased and put in the boiler shop; one of Watts' patent hammers has been procured for the faggotting shop, but has not yet been put in operation. Two planers, four lathes, two slotting and one shaping machine have been purchased, set up, and usefully employed in the machine shop; a large and powerful hydraulic machine for hauling up vessels on the marine railway has been built and placed in position, and will soon be ready for use; the large planer, lathe, and drill presses, which were in the old machine shop, have been removed to the new building, and the shops are now in pretty good condition for the execution of a large amount of work. Additional machinery, however, will be required to render them complete.

11. *Repairs of all kinds.*—During the past year the necessary annual repairs have been put upon the officers' quarters; furnaces, ship houses, storehouses, workshops, foundries, offices, rolling mill, saw-mill, bridges, fences, machinery, wharves, and other miscellaneous objects, most of which are now in fair condition. The amount expended during the year upon these various objects of improvement and repair is: for labor, \$86,456 51; for materials, \$50,414 10; making an aggregate of \$136,870 61.

The amount expended for contingent during the year is \$86,430 43.

Plans and estimates are submitted for the fiscal year ending June 30, 1860, for the following objects, viz: extension of copper-rolling mill, public stables, carriage houses and cart shed, shed for flasks, gas generator and fixtures, quay wall west side of yard, conversion of old machine shop to foundry, machinery and tools and for repairs of all kinds, amounting in the aggregate to \$155,932 00.

1. *Extension of copper-rolling mill.*—In the present arrangement the copper-refining furnace occupies a part of the brass foundry, and after the copper is prepared for the mill it has to be carried from the furnace to another building, which is inconvenient and expensive; besides it is deemed best to have all the operations under the charge of the master workman conducted in one building. An estimate is therefore submitted for extending the rolling-mill building to the line of the end of the boiler shop, which will furnish room for the refining furnace, and then all the operations in this department will be performed under the immediate supervision of the master workman.

2. *Public stables.*—The building now occupied for this purpose was formerly the old iron foundry, and is badly arranged, and not well adapted to its present use. It is proposed to erect a new and commodious stable, which shall be well ventilated, and so arranged as to afford ample room for all the purposes under one roof, while they shall be separate and distinct from each other; and with this view the plan submitted has been prepared.

3. *Carriage houses and cart sheds.*—Houses and sheds are much needed for the protection and preservation of the carriages, carts, timber wheels, &c., many of which are now exposed at all times to the weather, much to their injury. The cost of keeping these indispensable articles in proper condition for use is a heavy item of expense, and it is believed that if suitable sheds be erected for their protection the expense will soon be saved in the reduced cost of repairs.

4. *Sheds for flasks.*—Around the iron foundry a large number of flasks necessarily accumulate. These though useful are very unsightly objects; and as there is no proper place for them, it is proposed to construct a shed for their stowage along the bank wall, in the rear of the foundry, similar to that prepared for coal. A small amount only will be required for this object.

5. *Gas generator and fixtures.*—An estimate is again submitted for an apparatus for generating gas to supply the consumption throughout the yard, by which it is believed a great saving in expense will be effected. The cost of gas at this yard during the past year was nearly equal to the whole expense of lighting the houses and grounds at the Naval Academy, where the number of lights is about four times the

number used in the yard. The gas is manufactured at the academy, and is of a superior quality, and the expense incurred at the two places shows that we are paying an extravagant price at the yard for an inferior article.

6. *Quay wall, west side of the yard.*—The enclosure on the west side of the yard is in a very dilapidated condition, and affords little or no protection to the public property; the water along that front is very shoal, and it is unavailable for landing or shipping articles. An estimate is submitted for building a quay wall along this front, on the proper boundary line, so that a channel may be excavated to enable vessels to land materials on that side of the yard. This would add greatly to the conveniences of the yard; for the wharf front now is so limited that, when two or three public vessels are lying at the yard, there is scarcely room for landing freight from private vessels.

7. *Conversion of old machine shop to foundry.*—A portion of the building in which the iron foundry was located was formerly used as a machine shop for heavy tools, with a pattern loft above. These heavy tools and patterns have been moved into the new shops, and it is now proposed to extend the foundry so as to occupy the whole building for that object. It is proposed to erect an air furnace in this part of the foundry for making castings in which great strength is required.

This furnace is much needed, as the present cupolas are insufficient to furnish a large amount of castings in a short time.

8. *Machinery and tools.*—Under this head is embraced a list of machines and tools necessary to complete the equipment of the several shops; some of them are to supply the places of similar articles which have been worn out, and all under this head are much needed.

9. *Repairs of all kinds.*—For the necessary annual repairs of officers' quarters, furnaces, ship houses, storehouses, workshops, timber sheds, ordnance buildings, foundries, offices, saw and rolling mills, marine railway, roads, bridges, and fences, machinery, water pipes, and other miscellaneous objects, the amount submitted will be required.

NORFOLK.

The works of improvement which have been completed at this yard during the past year are, reservoir for rain water, carpenters' work shop and tools, engines, cranes, scows, &c. The amount expended upon these objects during the fiscal year is, for labor \$6,388 98, and for materials \$2,564 99, making an aggregate of \$8,953 97.

The objects upon which expenditures have been made, but which are not yet completed, are:

1. *Extension of quay wall and dredging.*—During the past year the foundation piles for seventy-five feet of wall have been driven, cut off and filled in with rubble ballast, preparatory to the laying of masonry; one hundred and thirty feet of wall in length have been worked up to the height of 18 feet, or to low water mark, and filled up on the inside with oyster shells and ballast, and another length of fifty feet has been raised seven courses, or 10 feet 6 inches in height. The item of dredging was included under this head last year, and the work

for the same has been executed under it. The dredging has been done for the quay wall and on various parts of the water front, the material of which has been used in grading and filling up low grounds.

2. *Foundry, boiler, and machine shops, and tools for the same.*—The large core oven, foundations for the cranes, connections for the machine shop, &c., have been completed during the past year, and the foundry has been so far completed as to admit of active operations in moulding and casting. The foundry machinery completed consists of two cupolas, with blowing apparatus; three steam cranes, two iron core cars, railroad track, &c.; two crane ladles, twelve shank and six hand ladles. There yet remains to complete two loam cranes, two large hand cranes, and two large crane ladles, the materials for all of which are on hand, and but little labor required to complete them. In the machine shop and adjuncts the walls of the new engine house have been covered with the roof, which however is not yet completed. The boiler walls have been carried up and the boilers set; the connexions with the smoke stack have been made, and this building, though in an unfinished state, is in use, and but very little labor required to complete it. In the machine shop proper the lines of shafting and counter shafting, with pulleys, hangers, &c., with nine lathes, two spliners, one crane drill, and a large boring mill, have been set up in the lower story; the old engine and boilers have been removed and a new engine set up, together with its under ground shafting extending to the foundry. Four cylinder boilers have also been completed and set up in connexion with this engine. The roof over the boiler shop has been raised and completed, and the walls of the forge shop have been built up to the height of the roof, the principal frames of which have been prepared and raised. The boiler house has been so far completed that the business of manufacturing has been commenced within it; there is required, however, some additional work to the windows, doors, &c., for its final completion.

3. *Grading and draining yard.*—This work has been continued, and the appropriation therefor expended judiciously.

4. *Iron railway and cars.*—The work under this head has been undertaken and continued during the fiscal year as far as the allotted funds would permit. A line of railway has been laid down from the masting shears, between ship-houses A and B, nearly to the dry-dock, with branches extending to store-house No. 14, and navy stores 15 and 16, with turnouts, switches, &c. Four cars have also been provided, and there is a large quantity of iron and other materials on hand for the further prosecution of the work when more funds shall be available for this object.

5. *Masting shears.*—The work under this head is so far advanced that a favorable opportunity only is wanted for dispensing with the use of the old shears in order to take them down, and to apply the iron work on them to the fastening and securing the new, and for setting the latter up.

6. *Timber shed No. 17.*—The masonry of this building is completed as far as the commencement of the second story; the wood work is advanced to the completion of the window frames, sashes, and lintels, the bolsters and posts for the floor of the second story, and the mate-

rials for the doors, with the exception of a small portion of the panels, are prepared and ready to be put together. The materials for the completion of the building, with the exception of the slate, are mostly on hand and paid for; and the labor in the joiners' department now to be done is mainly for the framing and putting up of the roof and floors, with that for setting such work as is already completed.

7. *Victualling establishment*.—The labor on this object has been confined to preparations for the foundations, for which nearly all the piling and excavation have been completed. A large amount of materials has been received, and the work is in good condition for being rapidly pushed forward.

8. *Timber landing slip at saw mill*.—But little work has been done upon this object except for receiving and handling materials, owing to the site being occupied for the landing and delivery of timber sent to the yard. A few piles have been driven for the foundations, and nearly all the materials for the completion of this object have been procured and are now on hand.

9. *Spar shed*.—Nothing has yet been done towards the erection of this building, except the receipt of a considerable portion of the materials; its erection will now be immediately commenced.

10. *Furnaces, cranes, and tools*.—Under this head the foundations and base for one of the new iron cranes have been completed, several new camels and lighters have been built, and sundry tools and machinery have been purchased and paid for.

11. *Repairs of all kinds*.—The usual necessary repairs have been put upon the various ship houses, timber sheds, work shops, foundries, store houses, offices, officers' quarters, dry dock, wharves, bridges, timber docks, fences, buoys, boats, lighters, and other improvements, and upon all the improvements and repairs there has been expended, during the fiscal year for labor, \$197,233 31, and for materials \$190,269 23, making an aggregate of \$387,502 54.

The amount expended for contingent is \$80,430 16.

Plans and estimates are submitted for the fiscal year ending June 30, 1860, for the following objects, viz: continuation of quay wall; completing forgeshops; reservoir to supply water at stables; dredging and filling in; machinery, tools, and cranes; muster and pay office; continuation of railway; completing saw mill machinery, saw shed, and rail cars; completing timber shed No. 17; completing foundry and for repairs of all kinds; amounting in the aggregate to \$271,387.

1. *Continuation of quay wall*.—The amount asked for this object will be nearly sufficient to complete the work as far as slip No. 48, and will, with the portion of the wall already built, enclose in a continuous line about three-fourths of the entire front on the river, but will leave considerable extent to be completed for the enclosure of the whole yard. This work is of the first importance, and it is very necessary that it should continue in progress without interruption until finally completed.

2. *Completion of forge shop*.—This building is at present in an incomplete state, and consequently no operations can yet be carried on

without great inconvenience. The building is much needed, and it is very desirable that it should be completed at the earliest period possible.

3. *Reservoir for stables.*—In view of the trouble and expense at present incurred in transporting water to this point, for the use of the cattle and horses, it is deemed advisable to construct a reservoir at the stables of sufficient capacity to supply the establishment, and an estimate for that object is submitted.

4. *Dredging and filling in.*—This important service, for which the yard is now provided with improved facilities, should be continued as heretofore, and an estimate of the amount usually expended is therefore embraced.

5. *Machinery, tools, and cranes.*—Under this heading is embraced an estimate for a Nasmyth's steam pile driver as a most important machine for the works of improvement on the yard. Extensive inquiries have been made as to the advantages of this machine, and reports are such as to show that it has entirely superseded all other methods of driving piles on all important works of construction in Europe; and when it is considered that the nature of the foundations at this yard almost invariably require piling, and that a large amount of work is to be done here, economy and rapidity of execution seem to justify the application of the best means that can be procured. Other miscellaneous machinery is also embraced in the estimate.

6. *Muster pay office.*—This object is much needed for the purposes stated, there being no convenient building on the yard where the daily musters can be performed. With the present large number of men employed, the musters are scattered over the yard at several points, in temporary sheds, and it is proposed to erect a suitable building for the purpose, and provide a proper shelter to protect the men while mustering.

7. *Continuation of railway.*—This is properly considered one of the most important improvements yet authorized for this yard, and when completed will contribute greatly to the economy of transportation of the large amount of materials which the operations require to be moved from point to point, and which is now done by the expensive maintenance and slow process of teams. An estimate is therefore submitted for the gradual extension of these railways.

8. *Completing saw-mill machinery, saw shed, and railway cars.*—These are all important objects, and a small amount only is required for them. The works are in an unfinished state, and it is very desirable that their final completion should no longer be delayed.

9. *Completion of timber shed, No. 17.*—The amount allotted for this building has been exhausted, and it is still in an unfinished state. Various reasons are assigned for the deficiency of the appropriation. When the estimate was made two sheds were proposed, and it was supposed that the same centering, scaffolding, &c., would answer for both buildings, and thus the expense for these articles would be divided; but as one shed only was authorized, all such expenses were charged to No. 17. A large amount for hauling materials, usually charged to contingent, was charged to the building, owing to the exhaustion of the contingent fund. Another source of unexpected

expense was the piling necessary for a large portion of the foundation and the difficult nature of the ground upon which the building stands. These causes have combined to swell the cost of the shed beyond the original estimate, and to require an additional appropriation for its completion.

10. *Completing foundry.*—The amount originally estimated for this work has proved insufficient; the excess of cost is due to unforeseen contingencies which have occurred in the progress of the work, and to the furnishing of additional furnaces and fixtures not originally embraced in the estimate. A further appropriation for the completion of this building is much needed, and an estimate is submitted for that purpose.

11. *Repairs of all kinds.*—The amount submitted for this object will be required to meet the demands upon this head for the annual necessary repairs of the numerous buildings and other improvements in the yard, such as ship houses, work shops, timber sheds, store houses, foundries, wharves, docks, roads, bridges, fences, offices, officers' quarters, boats, scows, lighters, and other miscellaneous objects.

PENSACOLA.

The works which have been completed at this yard during the past fiscal year are: coping for dock basin, masting shears, steam box, and launching slip. Upon these objects there has been expended during the year the sum of \$15,092 77.

The works which have been in progress, but which are not yet completed, are:

1. *Extension of granite wharf.*—During the past year 442 cubic yards of granite and 4,497 cubic yards of concrete have been laid in the granite wall; 218 piles have been driven, and 190 feet of sheet piling, measured lineally, constructed. New stone and bell carriages are in process of construction, and arrangements have been made for procuring one of Nasmyth's patent pile-driving machines, which it is believed will greatly facilitate the construction of this important work.

2. *Repairing and operating dry dock.*—The floating balance dock has been caulked and painted; new brass shieves have been put in the bilge and keel blocks; the old boiler tubes have been replaced; the pumps have been put in good order, and the railway and other appendages have been properly cared for, and the structure may now be considered in tolerable order. The materials of which this dock is constructed are, however, of such perishable nature that it requires constant care and attention.

3. *Dredging.*—The dredging during the past year amounts to 8,339 cubic yards of sand, which was deposited behind the wall of the permanent wharf, next to the deep basin, and a portion near the centre wharf. The excavator has been repaired thoroughly, and the chain bucket dredge is undergoing a thorough overhauling.

4. *Foundry.*—The foundation of this building is completed and the walls are in progress.

5. *Improving spar pond.*—A force is now employed in clearing out

the reeds and mud from this pond, and building a retaining wharf. No further appropriation will be required for this object.

6. *Repairs of all kinds.*—The work under this head during the past year has been in general repairs to the various buildings within and near the yard, such as officers' quarters, dispensary, timber sheds, joiner's shop, steam boxes, smith's shop, boats, scows, lighters, cisterns, roads, &c., and upon the foregoing improvements and repairs there has been expended during the year \$150,797 89.

The amount expended for contingent is \$48,702 24.

Plans and estimates are submitted for the fiscal year ending June 30, 1860, for the following objects, viz: Extension of granite wharf and wet basin; repairing and operating floating dock; dredging; completing ship house and slip; pitch boiling house; launching ways; railways, and for repairs of all kinds, amounting in the aggregate to \$310,425.

1. *Extension of granite wharf and wet basin.*—*Wet basins* are important and necessary for securing vessels in ordinary at all navy yards. All the principal dock yards in Europe have wet basins, and some of them have two or three. At our navy yards vessels-of-war, whether in ordinary or equipped, must be moored with chains and anchors on one side and made fast to the wharves on the other. This is an expensive way of securing them, besides leaving them exposed to damage by coming in contact with vessels passing, and in some ports (especially Pensacola) to the winds and waves, and to constant perplexity of merchant vessels and coasters hooking the mooring chains of our vessels as they pass to and from the yard. Vessels in ordinary should be kept in a basin, with gates to retain the water when the tide ebbs; and to this end it is proposed to ask for annual appropriations, commencing at Pensacola, where such a basin is indispensable. We have commenced the construction of ships there, and when they shall be launched there is no security for them, except mooring in the open bay, which will be very expensive as well as hazardous when gales of wind occur. This work will be costly; it is nevertheless indispensable, and to carry it on economically liberal appropriations must be made, for the reason that contracts for materials can be made more advantageously for large quantities than for small ones. The extension of the granite wharf will form the outer wall of the proposed basin, and the site selected is admirably adapted for the purpose. This estimate is regarded of the first importance and an appropriation cannot be too strongly urged.

2. *Repairing and operating floating dock.*—The amount estimated for this object is about the usual annual expenditure, and is necessary for the proper preservation of the structure.

3. *Dredging for wharf and wet basin.*—The estimate submitted will be required to continue the operations of the dredging machines during the next fiscal year, which are rendered necessary by the shifting nature of the bottom.

4. *Completing ship house and slip.*—An appropriation has been made for this object and a portion of the materials have been procured. Since this has been made a building yard, it is very necessary that a ship house should be completed for the protection of vessels on the

stocks and the workmen engaged in their construction. An estimate for this object is therefore submitted.

5. *Pitch boiling house*.—This building is required for the work connected with the building and repairing vessels, and also for incidental yard purposes; the want of it is seriously felt.

6. *Launching ways*.—The amount asked for this object will be required to prepare the ways for launching the steam sloop-of-war Pensacola and the smaller steam sloop now constructing.

7. *Railways*.—A small amount is submitted for extending these very important facilities for transporting heavy articles. The surface of the yard being of fine sand renders the hauling of heavy loads in the ordinary mode expensive and difficult.

8. *Repairs of all kinds*.—Provision is made in this item for the necessary repairs of the various buildings, wharves, and other improvements in the yard, all of which require careful and prompt attention at this station, where wooden structures decay rapidly if neglected.

MARE ISLAND.

The works of improvement which have been completed at this yard during the past fiscal year are: joiner's shop and timber shed No. 40; store-house No. 46; officers' houses, Nos. 2, 4, 3, and 5, and pitch kettles. The amount expended upon these objects during the fiscal year is \$94,575 74.

The works which have been in progress but which are not yet completed are:

1. *Smithery*.—Very little has been done upon this building during the past year. The number of forges erected and in use is sufficient to meet the present demands upon the yard, and therefore no more will be built at present.

2. *Wharf*.—About 340 feet of wharf have been built and completed, and an area of 34,600 square feet filled in during the fiscal year. Foundation piles have been driven for 100 feet additional at the northern end, and 200 feet of foundation completed adjoining the dock basin.

3. *Officers' quarters*.—The block comprising Nos. 7 and 9 has been commenced; the foundation walls are finished; the brick walls all round are carried up to the second story, and the wood work is well advanced.

4. *Grading and paving*.—About 100,000 cubic yards of grading have been done, and the earth filled in behind the wharf wall and upon the low grounds. A large amount of paving has been done, by which good roads have been made in places heretofore impassable during the rainy seasons.

5. *Mould loft No. 39*.—The masonry and brick work for this building are finished, and the roof on and slated; the interior work is well advanced, and the building can be entirely completed in a short time.

6. *Coopers' and paint shop No. 41*.—The progress of this building has been delayed on account of the large amount of grading required

to prepare the site; it has been commenced, and about one-half of the walls have been built up to the second story.

7. *Plumbers', coppermiths', and tanners' shop No. 70.*—The foundation of this building has been prepared, the masonry and brick work completed, the roof put on and slated, and some of the interior work finished. This building can be completed in a short time.

8. *Cisterns.*—Two large cisterns have been completed, with the exception of the conductors, and the excavation for a third has been nearly finished. These works will be a great acquisition to the yard, in some measure supplying the deficiency of water; but it is proposed to make an artesian well for a permanent supply.

9. *Bishop's derrick.*—The tripod has been built, all the castings made, the foundation piles driven, and the materials procured for the foundation. The work will soon be ready for setting up.

10. *Artesian well.*—A pipe of five inches diameter was sunk to the depth of 218 feet, when it was found necessary to increase the size, and accordingly one of ten inches diameter was procured; this has been sunk to the depth of 145 feet, but thus far no water has been obtained, and the success of the experiment is yet somewhat doubtful.

11. *Repairs of all kinds.*—The small amount expended under this head has been for the removal of old and temporary buildings to make room for the new works of improvement. Upon all the foregoing objects there has been expended during the fiscal year for materials \$174,083 93, and for labor \$172,411 60—making an aggregate of \$346,495 53.

The amount expended for contingent during the year is \$106,666 70.

Plans and estimates are submitted for the fiscal year ending 30th June, 1860, for the following objects, viz: completing machine and boiler shops; continuing quay wall; grading; artesian well; towards machinery for new shops; store-house No. 45; completion of blacksmith shop; completion of houses 7, 9, 11, and 13; pitch house; steam boxes; mould loft No. 39; cooper's shop and tank shed, and for repairs of all kinds, amounting in the aggregate to \$403,350.

1. *Completing machine and boiler shops.*—An appropriation for commencing this establishment was made at the last session of Congress, and the work will be in progress during the present year. There being no government works of this kind on the Pacific coast where the steam vessels of the navy can be repaired, it is desirable that the establishment should be completed as soon as possible, and an estimate is therefore submitted for that purpose.

2. *Continuing quay wall.*—This is an important work and should progress without interruption, at least until a sufficient front is completed to furnish ample room for such vessels as may visit the yard.

3. *Grading.*—The surface of this yard is undulating, and a considerable amount of grading is necessary in preparing sites for buildings authorized and for others in contemplation, and an appropriation for this object is indispensable.

4. *Artesian well.*—In consequence of the great difficulty in obtaining a sufficient supply of good water for yard purposes and for the vessels visiting the station, the department determined to try the experiment

of sinking an artesian well, and the work has been commenced; although success has not yet attended the effort, it is proposed to persevere, and, if possible, secure an ample supply of this invaluable and indispensable article.

5. *Towards machinery for new shops.*—The erection of an establishment for the manufacture and repairs of marine and other engines having been authorized, it becomes necessary that the requisite machinery and tools should be provided for the successful operation of the establishment. An estimate is therefore submitted for the purchase of such as will be needed at once, to afford the means for making such repairs as may be required for steam vessels of the navy on the Pacific station.

6. *Store-house No. 45.*—This building is much needed to furnish a suitable and safe place for the storage of the public property accumulating at the yard, and the appropriation is strongly urged.

7. *Completing blacksmith's shop.*—This was one of the first buildings commenced, and at that time, there being no buildings of any kind on the island in which work could be done, the erection of some temporary buildings was indispensable, and a portion of the amounts allotted for this and other objects was necessarily used for the purpose. The building has been erected and is in use, and the estimate now submitted is required to complete some of the internal arrangements.

8. *Completing houses 7, 9, 11, and 13.*—Owing to the large amount of grading necessary to prepare the sites for these buildings, the amount allotted for them has been exhausted, and a small additional sum will be required for their completion, for which an estimate is submitted.

9. *Pitch house.*—This house is nearly completed, but a small sum will be required for procuring and setting the kettles. The amount now asked, with that heretofore appropriated, will make about the amount of the original estimate.

10. *Completing steam boxes.*—The cost of this object has exceeded the original estimate, owing to the unexpected necessity for piling the foundation. This convenience is highly necessary, and an estimate is submitted for completing it.

11. *Completing mould loft No. 39.*—This building is well advanced, but owing to the great cost of some of the building materials the amount of funds remaining will not be sufficient to finish. An estimate is therefore submitted for the purpose.

12. *Completing cooper's shop and tank shed.*—The prices for labor and materials at this place are so fluctuating that it is almost impossible to make estimates which can be considered reliable. The allotment for this object has been found insufficient, and it is therefore necessary to ask for a small additional sum to complete the building.

13. *Repairs of all kinds.*—The estimate submitted will be required for the necessary repairs of the buildings, wharves, roads, floating dock, boats, scows, and other miscellaneous objects.

SACKETT'S HARBOR.

The expenditures at this station during the past fiscal year have been for repairs upon the different buildings, which were necessary

for their preservation, and the amount expended for this object is \$1,172 02.

For the proper preservation of the public property and the necessary repairs of existing improvements during the fiscal year ending June 30, 1860, there will be required the sum of \$3,850.

HOSPITALS.

Portsmouth, N. H.—At this station there are no proper and comfortable accommodations for the sick. Ships with an epidemic sickness on board are generally ordered to the most northern ports, and it is important that a proper building should be prepared for the reception and treatment of the sick. An estimate is therefore submitted for erecting a small hospital where the sick can be properly cared for and their wants supplied. The amount asked for this object is \$22,000.

Boston.—For the necessary repairs of the hospital building and its appendages, and for completing the surgeon's house, there has been expended during the past fiscal year the sum of \$14,489 93.

For the annual repairs of the buildings and fences, and care of the public grounds, there will be required for the fiscal year ending June 30, 1860, the sum of \$2,500.

New York.—The brick building for the heating apparatus and other machinery has been completed and proves satisfactory, and the amount expended on this object during the year is \$17,736 86.

For the necessary repairs of the hospital, surgeon's house, steam pump, fences, furniture, &c., there has been expended during the past year the sum of \$6,486 87.

An estimate is submitted for the fiscal year ending June 30, 1860, for the necessary repairs of buildings, fences, &c.; for the erection of a house for the surgeon of the laboratory; for the enlargement of the cemetery, and for grading and filling, amounting in the aggregate to the sum of \$27,900. This estimate is deemed highly necessary for the proper care and preservation of the public property, and for the comfort of the patients and officers in attendance.

Hospital and naval asylum at Philadelphia.—The amount expended at this institution during the past fiscal year for repairs of buildings, furniture, furnaces, grates, and ranges, and for brick wall on Shippen street, is \$12,336 69.

Estimates are submitted for the fiscal year ending June 30, 1860, for curbing and walk on Shippen street, painting and repairing the different buildings, fences, furniture, furnaces and ranges, water rent and gas, and for supplies, &c., to beneficiaries, amounting to \$37,815. This amount is necessary for the proper care and comfort of the inmates of the institution.

Washington.—There has been expended upon this building for repairs of all kinds \$228 31.

Norfolk.—For the necessary repairs of the hospital buildings, fences, boats, bridges, walks, gates, pumps, and fire engines, and for the erection and completion of the new house for surgeon's quarters, there has been expended during the past year the sum of \$16,471 08.

Estimates are submitted for the stone pier and landing, and for general repairs to buildings, amounting to \$53,220.

The present landing is an old wooden pier, and is now in such a rotten condition as to be unsafe for landing articles of much weight ; and, in view of the destructive action of the marine worm in this harbor, it is deemed economy to replace the present structure by a permanent stone pier.

Pensacola.—At this station there has been expended during the fiscal year, for completing walls around burial ground, draining and filling ponds, and for repairs of all kinds, \$9,819 10.

Estimates are submitted for the next year for general repairs of hospital buildings and for draining and filling ponds, amounting to \$10,500. In this climate, where all wooden structures decay so rapidly, it is exceedingly necessary that repairs should be promptly made when needed ; and a proper regard for the health of the vicinity renders it imperative that constant care and attention should be paid to the drainage of the ponds.

MAGAZINES AND ORDNANCE WORKS.

Portsmouth, N. H.—The ordnance works which have been completed at this yard during the past year are: shell house for loaded shells, ordnance building, gun skids and shot beds, and fitting and furnishing ordnance building. The amount expended upon those objects during the year is, for labor, \$14,474 47 ; for materials, \$7,905 72—making an aggregate of \$22,380 19.

Upon the gun carriage shed and store-house, and for repairs of magazine building, there has been expended for labor \$1,121 37, and for materials \$54—making an aggregate of \$1,175 37.

Estimates are submitted for the fiscal year ending 30th June, 1860, for gun skids, shot beds, new powder magazine, and for repairs of all kinds, amounting to \$46,497.

The present accommodations for ordnance works at this yard are too limited to meet the demands of the service. The magazine is small, and it is found indispensable that a larger one should be constructed.

Boston.—For the necessary repairs of the magazine, wharf, and fences, there has been expended during the year past \$2,257 51.

For the necessary repairs of buildings and grounds during the fiscal year ending 30th June, 1860, there will be required the sum of \$2,500.

New York.—The works completed at this yard are : house for loaded shells, altering gunners' to store-house, powder boat, pier, slip, and repairs to wharf. The amount expended on these objects during the past year is \$20,640 11. Other works upon which expenditures have been made are : armory, machinery and fitting room for same, gun-sighting ground, and general repairs ; and for these objects there has been expended during the year \$14,845 46.

Estimates are submitted for the fiscal year ending 30th June, 1860, for completing armory, and for repairs of all kinds, amounting to \$8,000.

The armory building is nearly completed, a small amount only being required for that purpose. The amount submitted for repairs of all kinds will be necessary for the proper protection and preservation of the public property.

Philadelphia.—The landing wharf at Fort Mifflin has been completed, except the railroad track upon it leading to the magazine, which is now in progress. The amount expended during the past year is \$9,403 66.

For the fiscal year ending 30th June, 1860, there will be required for repairs of all kinds the sum of \$1,000.

Washington.—During the past year the gun-carriage shed has been completed, and the necessary repairs put upon the ordnance buildings, magazine, and keeper's house; and upon these objects there has been expended during the year for labor \$10,403 04, and for materials \$12,363 69—making an aggregate of \$22,766 73. The funds in hand will be sufficient at this yard for the next year.

Norfolk.—The ordnance works which have been in progress at this station during the past year are: ordnance building, sea wall at Fort Norfolk, and general repairs upon magazine and its dependencies; and upon these objects there has been expended for materials \$18,240 09, and for labor \$22,013 51—making an aggregate of \$40,253 60. Estimates are submitted for the fiscal year ending 30th June, 1860, for the following objects, viz: wharf at St. Helena, stone pier and landing at Fort Norfolk, powder boat, and for repairs of all kinds, amounting to \$144,460. A large portion of the land at St. Helena has been allotted to ordnance purposes, and for the convenient landing of heavy guns, shot, &c., good substantial wharves are necessary. Those in present use are of wood, much decayed, and injured by the marine worms, and require renewing. It is deemed best to replace these old wharves by a permanent stone wall, and for commencing this work an estimate is submitted. The landing wharf at Fort Norfolk is also of wood much decayed, and it is also proposed to construct a permanent stone pier and landing for the accommodation of the works at that place. The powder boat is much needed, and the amount submitted for repairs of all kinds will be required for the preservation of the buildings and enclosures.

Pensacola.—The amount expended during the past year for the repairs of the magazine and its dependencies is \$107 38.

For the annual repairs of buildings and enclosures during the next fiscal year there will be required the sum of \$1,000.

Mare Island.—The magazine building has been nearly completed; the shell house is finished and ready for use; the tank house and filling room are finished, except a small portion of slating upon the roof; and the keeper's house is completed, except hanging doors and windows and a few other small matters, and will be ready for occupation in a few weeks.

There has been expended upon these objects during the past year for labor \$43,748 18, and for materials \$26,320 31—making an aggregate of \$70,068 49.

Dry docks.—The balance floating dock at Portsmouth, New Hampshire has been profitably employed during the past year, and is now in good condition. The repairs upon the basin walls have been in

progress, but are not yet completed; the works are, however, in such condition that they can be used when required.

The stone dry dock at Boston has been in almost constant use during the year, and at the same time the work of extension has been in rapid progress. A large portion of the head of the dock has been taken up, and the relaying of the work is commenced.

The stone dry dock at New York has been in almost constant use during the year. Some repairs have been made to the gates and to the masonry about them, and the dock is now in good condition.

The sectional floating dock at Philadelphia is now in pretty good condition. Six iron floats have been added to it during the past year, and an estimate for six more is embraced in the amount submitted for the yard. This improvement will make the dock complete.

The stone dry dock at Norfolk has been kept in good condition, and, in consequence of the large number of naval vessels visiting this station for repairs, the dock has been almost constantly occupied.

The balance floating dock at Pensacola has been carefully repaired, and is now in working condition. The effects of the climate at this place upon structures of the kind are such as render necessary the most constant care and watchfulness, and the application of timely repairs when needed.

The sectional floating dock at Mare Island has been in frequent use during the year, in raising public and private vessels, and is now in good condition. The accommodation of this structure to the merchant marine is almost incalculable. It is believed that it has been the means of preventing interruptions of the mail transportations, by its timely use for the mail steamers.

NAVAL ASYLUM.

This institution has thus far afforded a comfortable home to all sailors and marines who have applied for admission and produced the requisite testimonials of twenty years' service in the navy and the certificate of a surgeon that the applicant was unable to obtain his living by manual labor.

No class of the community is more destitute, and at the same time so deserving, as the old worn-out sailor. His young and vigorous years are devoted to the interests and advancement of the navy, and the spirit of patriotism as well as humanity has established this institution as a home for his decrepitude and old age. It is fitting that a beneficent government should thus reward faithful services with the necessary comforts of life, and provide for the wants of the last hours of these veteran servants of our country.

Nevertheless, I recommend that such of the inmates of the asylum as may so elect be paid a semi-annual stipend, according to rank, with the privilege of residing with their friends. This arrangement, it is believed, would be more economical to the government, as well as give greater satisfaction to themselves.

During the past year another officer of the navy has been assigned to the command of the institution, and the bureau is assured that his administration of its affairs for the future, as it has proved in the past few months, will be eminently successful.

The present number of inmates, including officers and attendants, is one hundred and seventy-eight; fourteen have died, and thirteen been granted permits to enter the asylum.

The whole expense for the fiscal year ending June 30, 1858, was as follows, viz :

Subsistence	\$14,994 96
Clothing.	4,559 80
Miscellaneous items.....	5,971 08
Coal	1,975 00
Officers and attendants.....	15,118 00
	<hr/>
	42,618 84
	<hr/>

TIMBER AGENCIES.

The agents who have charge of the selection of lands growing timber suitable for naval purposes, and the preservation of the same from depredation, have been efficient in the discharge of their duties during the past year. The vigilant measures adopted have essentially prevented trespassers from pillaging the lands which grow naval timber, and consequently less depredations have occurred than usual. There have been but few cases of *wanton* trespass, and hence prosecutions of an expensive character have been avoided.

A considerable quantity of land has been selected for reservation, but care has been taken not to select it in compact bodies, so as to interfere with the rights or interest of settlers in obstructing them from their ordinary outlets of trade; nor are selections recommended for reservation until the number and size of the trees shall have been reported. As a general rule no lands are selected which are desirable for agricultural purposes.

The aim is to reserve only the lands growing the best and greatest number of valuable trees to the acre, or section, suitable for naval use. The agents have been instructed faithfully to respect these injunctions.

The administration of the affairs of this branch of the service has been successful during the past year, and the expenditures confined within the smallest limit compatible with the public interests.

The increasing wants of the naval and commercial marine of the world creates a great demand for live oak and mast and spar timber, which can only be found in much quantity or of good quality in the southern States; and as the maritime nations of Europe cannot be supplied with such materials for ship building at home, they seek to procure them from the shores of our own country.

Hence citizens of the United States, incited by motives of gain, become the agents of European governments in furnishing them with these naval supplies from private as well as the common public domain. In order, therefore, to protect the valuable interests in question, the bureau again commends this subject to the fostering care of the government.

I have the honor to be, very respectfully, your obedient servant,

JOSEPH SMITH,

Chief of the Bureau of Yards and Docks.

BUREAU OF YARDS AND DOCKS, November 22, 1858.

REPORT OF THE BUREAU OF ORDNANCE AND HYDROGRAPHY

BUREAU OF ORDNANCE AND HYDROGRAPHY,
November 15, 1858.

SIR: I have the honor to forward herewith estimates of the amounts supposed to be necessary to meet the expenditures required for the fiscal year ending June 30, 1860, for ordnance and other articles, connected with the armament of the navy; for hydrographical purposes, and other objects under the immediate direction of the superintendent of the United States Naval Observatory and Hydrographical Office; for the Naval Academy, and for the Nautical Almanac.

The estimates for ordnance purposes are less than for the previous year; the reduction arises from the smaller number of guns required for the seven new sloops now building under act of Congress of June 12, 1858. The sum for small arms has been increased, to meet the demand for improved arms now in use, and in which our ships are very deficient.

The amount required for buildings at the different yards, for the preservation of ordnance stores, is less than the previous year; estimates have been furnished for such as are deemed necessary to the chief of the Bureau of Yards and Docks.

The cannon of large calibre for the Franklin have all been delivered, and those for the five new sloops are in course of fabrication, and will soon be delivered at the yards where they are required.

The casting and filling of shells for the heavy guns still continues at the Washington navy yard, and they are found to be of the best quality.

The most satisfactory reports are received by the bureau from the commanders of squadrons and single ships of the proficiency of the crews in target practice and small arm exercises; the men are trained to fire with great accuracy, and both officers and men show an increased interest in this branch of their duty, which will, it is hoped, lead to the best results.

The letter of the superintendent of the United States Naval Observatory and Hydrographical Office shows an increase in the estimates of that office of \$12,000 over that of last year; a part of this arises from the increased demand for instruments and charts, and part for sailing directions and astronomical observations. A larger force is also requested to carry on the duties of the astronomical and hydrographical department.

I would again urge the propriety of a small annual appropriation for the purchase of saltpetre; there is now on hand about 350,000 pounds, which, in the event of war, would be a very small supply. It does not lose or deteriorate in value by long keeping, and the quantity should be increased to two or three millions of pounds.

The reports of the superintendent of the Naval Academy and board of examiners, who attended the examination of that institution, are of the most satisfactory character; and from the discipline and course of instruction of the acting midshipmen the country may

expect a corps of officers who will, upon all occasions, perform their duties in the most efficient manner.

The report of the commander of the practice ship shows an improvement of the acting midshipmen in seamanship and navigation, and that their general conduct was very satisfactory. The *Preble*, which was used the last summer as a practice ship, was found entirely too small to comfortably accommodate the large number of acting midshipmen embarked on board of her. I would recommend a larger vessel for this service. A sloop with auxiliary steam power is very desirable, as it is of the first importance the youths should be instructed in the practical use of steam machinery. It is also desirable the vessel should remain at the anchorage off the school during the year, for the purpose of instruction in duties pertaining to their profession; she would be available at a moment's notice to be despatched on any service.

I have the honor to be, sir, with great respect, your obedient servant,

D. N. INGRAHAM,
Chief of the Bureau.

Hon. ISAAC TOUCEY,
Secretary of the Navy, Washington, D. C.

REPORT OF BUREAU OF CONSTRUCTION, EQUIPMENT, AND REPAIR.

NAVY DEPARTMENT, BUREAU OF CONSTRUCTION, &C.,
November 23, 1858.

SIR: In compliance with your instructions, it is respectfully submitted that, for the employment of the full number of men authorized by law, and a sufficient number of vessels to keep the men actively and usefully employed, embracing the vessels of recent construction, there will be required for the purposes of the Bureau of Construction for the fiscal year ending 30th June, 1860, the sum of \$3,100,000, being \$250,000 more than the appropriation for the present fiscal year. It is estimated that the unexpended balance at the close of the present fiscal year may be \$180,000, which will all be required for the final payment on contracts falling due in the commencement of the fiscal year succeeding that in which they were made.

The increase in the estimate for increase and repair is occasioned by the number of steamships to be actively employed, the cost of their maintenance being greater than that of ordinary sailing vessels; and the expenses for coal must be largely increased, from the necessity of having proper supplies of it on foreign stations.

The increase in the estimate for the pay of officers and men in actual service is in like manner occasioned by the employment of a greater number of steam vessels.

The five steam sloops-of-war authorized by the act of Congress approved 3d March, 1857, will not require any further appropriation to complete them. Three of these ships are now launched, another it is expected will be launched this winter, and the fifth vessel early in the spring; and all will be ready for sea within three or four months from the time of launching.

For the completion of the seven steam screw sloops-of-war and one side-wheel steamer, authorized by the act of Congress approved 12th June, 1858, there will be required for the purposes of this bureau the further sum of \$674,000. It is expected that five of these vessels will be launched early in the winter, the remaining three in the spring, and that all of the screw sloops will be ready for service by May or June, and the side-wheel steamer by August next.

I have the honor to be, very respectfully, your obedient servant,
 JOHN LENTHALL,
Chief of the Bureau.

Hon. ISAAC TOUCEY,
Secretary of the Navy.

REPORT OF BUREAU OF PROVISIONS AND CLOTHING

BUREAU OF PROVISIONS AND CLOTHING,
 November 17, 1858.

SIR: In compliance with your instructions, dated August 20, 1858, I have the honor to submit the enclosed estimates, marked A, B, C, D, with abstracts and statements, marked E to N, inclusive.

Naval storekeepers and inspectors.

The duties of the naval storekeepers, abroad and at home, have during the past year been performed with commendable promptitude, fidelity, and care; while the inspectors in charge of provisions have fulfilled their laborious and responsible trust with unwavering fidelity and indefatigable zeal. A large share of the successful operations of the system of supplies of provisions and clothing for the navy depends upon these inspectors, and hitherto the highest expectations of the bureau have not been disappointed.

New storehouses.

The new storehouses for provisions, &c., at Boston and Norfolk conduce much to the preservation of the stores and to convenience in receiving and issuing them. The large storehouse at New York, now rapidly approaching its completion, will soon give that important station excellent storage for the large quantities of provisions, clothing, and small stores kept there.

Assistant pursers.

In view of the increasing number of small vessels in the navy, it seems almost indispensable either to increase the present corps of pursers or to create a grade of assistant pursers.

There are sixty-four pursers allowed by law. Of these, thirty-one are on sea duty, seventeen on shore duty, and fourteen on leave or waiting orders, and there are two vacancies. In the list of those on leave are included all who are, from age or physical infirmity, unfit for duty, and those who have just returned from sea, and are engaged in settling their accounts.

There are sixteen vessels now in commission without pursers. The duties of purser on board nine of these are performed by the commanding officers, against their will, and with almost certain pecuniary loss, for which they receive no additional compensation. A commander, acting as purser, cannot give his full attention to his appropriate duties, and he is placed in a false position by acting as paymaster to his crew, when there can be no umpire between them, himself being the arbiter as well as a party in any question which may arise relating to accounts.

Four vessels have no pursers on board, but pursers attached to other vessels have been ordered to take charge of the accounts of both, and are held responsible for the property in the purser's department of both, though they may be separated for months.

The duties of purser of three receiving ships are done by the respective navy agents on shore.

It would, in my opinion, be of very great advantage to the service if Congress would authorize the creation of a grade of assistant pursers, who should be subject to examination before appointment, whose appropriate service should be in small vessels, and from whom all appointments of pursers should be made by regular promotion.

Store-ships.

The operations of this bureau might be carried on with much greater advantage if four or five additional store-vessels could be procured.

A permanent store-ship at Panama would furnish storage for the Pacific squadron of a safer and more convenient kind and at a much cheaper rate than it can be had for on shore. Besides, in the absence of cruising vessels, a national store-ship might render important service in guarding and attending to the interest of the government and of individual Americans residing in or passing through that city.

A propeller store-vessel could be most advantageously employed in running between New York and Aspinwall, supplying the store-ship and other vessels at Panama by means of the railway across the Isthmus, as well as the vessels of the home squadron on the coast of Central America; and she would do valuable service in bringing home invalids from the two squadrons and in taking out recruits for them.

The African squadron is deprived of much of its efficiency by the want of a depot of provisions on the southern portion of its cruising grounds. From the present depot at Porto Praya to the southern limit of the station is nearly 3,000 miles by the usual route of cruisers. Small vessels carrying but three or four months' provisions, with the light winds and calms often prevailing, can hardly reach that limit before it becomes necessary to return for new supplies. They can cruise but very little on the southern coast, where the slave trade is most active, without buying supplies at exorbitant prices from transient merchantmen. A stationary store-ship at Great Fish Bay or St. Paul de Loando would enable vessels to cruise south of the equator as much as north of it, and far more usefully.

A propeller of 300 or 400 tons would be sufficient to supply the two depots with necessary stores of all kinds, would afford, twice or thrice a year, direct and certain communication with the squadron, and would bring home invalids comfortably and at small expense.

There are but three store-vessels now in service available for carrying supplies to the six established squadrons, and one of these is too small to be of much use.

Four or five additional store-vessels would, in my opinion, conduce greatly to the convenience and efficiency of distant squadrons.

Pay of pursers' clerks at navy yards.

I renew my recommendation for an increase of the present inadequate pay of pursers' clerks at navy yards.

This deserving class of officers, whose duties are both arduous and responsible, are now allowed by law much less than copying clerks or common writers receive in every navy yard.

I am, very respectfully, your obedient servant,

H. BRIDGE,
Chief of Bureau.

Hon. ISAAC TOUCEY,
Secretary of the Navy.

REPORT OF THE BUREAU OF MEDICINE AND SURGERY.

NAVY DEPARTMENT,
Bureau of Medicine and Surgery, October 26, 1858.

SIR: In compliance with your instructions of August 20 I have the honor to submit herewith estimates of the sums required for the support of this bureau and of the medical department of the navy, with the exception of hospitals, for the year ending June 30, 1860.

The fiscal condition of the medical department is exhibited as follows:

Balance of former appropriations remaining in the treasury July 1, 1858.....	\$7,810 41
Appropriation for surgeons' necessities and appliances, per act of Congress approved June 12, 1858.....	32,150 00
Amount of hospital fund in treasury October 1, 1858....	47,964 46
Amount required for the support of the Bureau of Medicine and Surgery for the year ending June 30, 1860, (schedule A).....	9,990 00
Amount required for the support of the medical department of the navy on shipboard and at all naval stations, with the exception of hospitals, for the year ending June 30, 1860, (schedule B).....	35,600 00

The estimates are based upon the arrangement and distribution of the naval forces for the year, prepared by the Bureau of Construction,

Equipment, and Repair. The excess of \$3,450 over the estimates for the present year is owing to the introduction of ten steamers of small size in lieu of one sailing frigate; in other respects they are similar in amounts to the expenditures of the past two years.

The business of the department is conducted with the strictest economy, and it is believed that the present estimates will not admit of any reduction.

I subjoin "tabular statements of sick," compiled from "reports of sick," from naval stations within the United States, for the year ending September 30, 1858; and from the different squadrons in commission on home and foreign service, for the year ending December 31, 1857. The latter are somewhat incomplete, owing to the remoteness of some of the stations, and the consequent difficulty of communication; still, they are sufficient to denote the ratio of sickness and mortality on board our public vessels, as well as the peculiar diseases to which seamen are exposed.

Hospitals.	Remaining sick, Sept. 30, 1857.	Admitted.	Total treated in year ending Sept. 30, 1858.	Died.	Per centage of deaths in num- ber of cases.	Remaining sick, Sept. 30, 1858.
Chelsea	11	183	194	8	4. 12	12
New York	31	277	308	14	4. 54	35
Philadelphia	15	113	128	17	13. 28	9
Norfolk	17	293	310	11	3. 54	22
Pensacola	6	67	73	1	1. 49	12
Total, hospitals	80	933	1,013	51	5. 03	90
Navy yards, receiving ships, Naval Academy, and Observatory	60	3,163	3,223	13	0. 40	62
Total, shore stations	140	4,096	4,236	64	1. 51	152

Squadrons.	Vessels.	Persons.	Remaining sick De- cember 31, 1856.	Admitted 1857.	Total treated 1857.	Died.	Proportion of cases to whole number of persons.	Per centage of deaths in number of cases treated.	Remaining sick De- cember 31, 1857.
Home	3	886	41	1,537	1,578	4	1. 78	. 25	50
Pacific	3	632	28	1,030	1,068	3	1. 67	. 28	21
Mediterranean	3	1,100	35	1,131	1,166	6	1. 06	. 51	43
Brasil	2	648	19	869	888	6	1. 37	. 67	15
Africa	3	680	18	904	922	5	1. 35	. 54	36
East India	3	582	59	1,628	1,687	25	2. 90	1. 48	47
Total squadrons ..	17	4,528	200	7,099	7,299	49	1. 61	. 67	212

Summary of the prevalent forms of disease in squadrons on foreign and home service in 1857.

Diseases.	Mediterranean, 900 men.	Pacific, 680 men.	Africa, 680 men.	East India, 630 men.	Brazil, 660 men.	Home squadron, 890 men.
Febrile diseases.....	107	124	65	164	102	306
Diseases of digestive system.....	148	174	256	772	149	166
respiratory system.....	232	118	137	105	167	200
circulatory system.....	8	7	7	9	2	6
brain and nervous system.....	30	26	23	40	31	49
cutaneous system.....	111	131	116	62	88	268
fibrous and osseous system.....	93	74	108	132	84	130
genito-urinary system.....	144	106	66	168	91	110
eye and ear.....	22	22	22	48	23	33
Wounds and injuries.....	88	169	89	107	129	249

The statistics exhibit a very satisfactory state of health on board vessels in active service, attesting, alike, a general attention to hygienic principles, and the care and vigilance of medical officers.

At the close of the year 1856, there remained under treatment 439 cases; during the year 1857, as far as our returns enable us to state, there occurred 14,327 cases of disease, injury, &c., making an aggregate of 14,766 cases treated during the year. Of this number 1r3 died, 14,139 were returned to duty or discharged the service, leaving 504 cases under treatment at the end of the year.

The average strength of the navy, including officers, seamen, marines, engineers, &c., for the year 1857 was as nearly as can be ascertained, about 10,163.

The ratio of cases treated to the whole number of persons in service, was about 141 per cent., or each person was on the sick list 141 time during the year. The proportion of deaths to the whole number in service was 1.21 per cent., and the proportion of deaths to the whole number of cases treated was .83 per cent., or one death in 120 cases.

The only occurrence of special interest, requiring notice in this report, was the prevalence of yellow fever on board the United States steamer *Susquehanna*, while at anchor in the harbor of San Juan del Norte, Central America, in March last. She had reached that station in December preceding, from the Mediterranean, with her officers and crew in a perfectly healthy condition, and although there was no evidence that the disease existed on shore, its out-break on board the steamer was so sudden and so violent, that before she could reach Jamaica, only a few days steaming distant, the ship was quite disabled. One hundred and six cases occurred on b on the

latter part of March and the 15th of April, among a crew of 300 persons, of these 17 died on board, 85 were sent to the Royal Naval Hospital at Jamaica, where they received every possible care and attention. Twenty-three deaths occurred among those sent to the hospital; the others were returned to the United States on recovery.

The *Susquehanna* reached the quarantine station, New York, April 15th, with 50 cases of fever on board, and was immediately put out of commission and abandoned by the remaining crew. When the process of breaking out and cleansing the vessel was commenced sometime subsequently (in the month of June) occasional cases of fever of the same type, occurred among the men employed in the work; the last case as recently as the 6th of September. Six cases have occurred on board since the ship has been at quarantine, three of which proved fatal. These facts are conclusive to many minds, that the cause of this terrible disease existed in the vessel, and that it was not directly contracted in the port of San Juan, though the continued high temperature and drenching rains that prevailed at the time may have stimulated internal causes into such fearful activity. At the time the fever broke out on board, the *Susquehanna* was in appearance in the best condition as respects cleanliness and order. The cause of the disease was doubtless to be found in those parts of the ship most difficult of access, where grease, oil, &c., from the engines and other deposits from leakage, &c., were likely to accumulate and which are not to be reached in the ordinary mode of cleaning cruising vessels.

It seems to be an admitted fact that steamers are less healthy sailing vessels, owing perhaps to the different kind of manure received and used on board, and the greater liability of animal matter to decomposition by the high temperature maintained in the part of the vessel by the furnaces.

During the period embraced in the tables, it affords me great satisfaction to refer to the highly favorable sanitary conditions of the cruising vessels, and I call attention as an act of justice to the efforts of the officers, to the very small ratio of mortality in the naval service, where from the very nature of the vocation there is such constant exposure to circumstances militating against health and life.

The vessels composing the African squadron present the same immunity from serious illness and death, with the exception of the "*Dale*," where fever prevailed to a considerable extent in the latter part of this year. A resort to the islands, with other measures, restored health to the ship's company, without the loss of a single man, by fever though sixty-one cases are reported.

The "*Cumberland*," the flag-ship of the station, with a complement of 350 persons, has had but one death in nine months' service.

The "*St. Louis*," with a complement of 185 persons, has had but one death during the year 1857.

The "*Dale*," with a complement of 145, has had one death in nine months.

Indeed, vessels like the *Constitution* frigate, and *Jamestown*

class sloop, have performed the entire African cruise without the loss of a man by disease.

It is not to be inferred from such statements that the African station is considered salubrious, for it is quite the reverse. Our fortunate escape from the diseases and mortality common to that region is due, in a great measure, to the wholesome sanitary regulations in force in the squadron and the vigilance and skill of the medical officers. It is mainly by these means we are able to preserve such a state of health amid causes well calculated to break down the strongest constitutions. The short term of the cruise is doubtless a powerful safeguard against the effects of a climate proverbially unfavorable to health and life.

The home squadron, though much and continuously occupied on the coast of Central America, presents equally happy results.

The "Cyane," with a crew of 185 persons, did not lose a man in the year 1857; and, indeed, not a death is reported on board during the cruise on this station between May, 1855, and the close of the year 1857.

The "Saratoga," of the same complement, employed continuously on this station between September, 1855, and January, 1858, reports but two deaths.

The "Wabash," flag-ship, with a complement of 560 men, lost but two of her crew, though she was on the coast of New Granada, Central America, most of the year 1857.

In the Mediterranean squadron the "Congress," flag-ship, with a crew of 480, lost six by death in 1857. The "Constellation," of 300, and the "Susquehanna," of 320, had no death in 1857.

In the Brazil squadron the "St. Lawrence," flag-ship, of 460 men, lost three of her crew, and the "Falmouth," of 180, lost two during 1857, while the vessels were much exposed to yellow fever, which prevailed at Rio and also at Monte Video, where this disease had been previously almost unknown.

The "Portsmouth" and "Levant," sloops of the same complement, about 180, employed throughout 1857 on the East India station; the former had two deaths and the latter sixteen during an epidemic of small pox and dysentery.

In the Pacific the "John Adams," with one hundred and forty-five men, had but one death in 1857, and the "Decatur," of one hundred and thirty, none.

HOSPITAL FUND.

Hospitals of the navy derive their means of support from a fund created by a monthly deduction of twenty cents from the pay of the officers and men of the navy, and by the transfer of the value of rations stopped on account of sick while under treatment in these establishments.

The beneficiaries of the Naval Asylum, who have heretofore derived their maintenance from this fund to its constant impoverishment, have been recently provided for by appropriations by Congress.

The fund, thus relieved from a heavy tax of supplying them with some rather extraneous allowances in the shape of pocket money, tobacco, &c., will hereafter be ample for the more legitimate purposes of taking care of sick in hospitals.

The fund will also be recuperated by the value of the ten acres of land purchased out of its means, but appropriated for a marine hospital at Chelsea, Massachusetts; Congress, at its late session, having authorized the payment of its value to the hospital fund when it shall be ascertained, in such way as the Secretaries of the Treasury and Navy may adopt.

The hospitals of the navy are well organized and efficiently and economically administered. They are ample in their accommodations and appointments for the wants of the navy for many years to come.

It is certainly no small solace to the sailor, when broken down in the service of his country by age, sickness, or casualty, that such places of refuge and treatment await him as the navy provides in its asylum and hospitals.

The average cost per week of hospital patients for the year ending September 30, 1858, has been \$2 65, under all the heads coming within the cognizance of this bureau.

The condition of the hospital fund is exhibited as follows :

Amount in treasury July 1, 1857.....	\$70,715 11
Drawn by Bureau of Medicine and Surgery during the year ending June 30, 1858, on account of expense of hospitals and for purchases for the laboratory.....	\$32,520 00
Drawn by Bureau of Yards and Docks for Naval Asylum, and by transfers made by Fourth Auditor.....	28,744 32
	<hr/> 61,264 32
Balance	<hr/> 9,450 79

Credits.

By deductions and credits made by Fourth Auditor....	\$18,885 70
Laboratory supplies to vessels and stations.....	13,561 45
Value of stopped rations of sick sent to hospitals on shore during 1857.....	6,517 27
Pensions of inmates of Naval Asylum reverting to the fund during the year ending June 30, 1858.....	307 08
Balance as above.....	9,450 79
	<hr/> 48,722 29
Amount remaining in treasury July 1, 1858....	<hr/> 48,722 29

Naval laboratory.

This establishment continues to meet all the purposes for which it was organized, as well as to afford the usual facilities to other departments of the navy, in the way of analyses and other critical examina-

tions of articles offered under contract, whose composition and quality cannot be ascertained by mere physical inspection.

The recent meeting of the American Pharmaceutical Association in this city developed the fact, that the act of Congress establishing the inspection of drugs, &c., imported into our commercial marts, does not in any material degree affect the home adulteration of medicines; but the preparation at the laboratory of nearly every article comprised in our "Allowance Table" exempts us from the uncertainties to which the medical profession generally is liable, and insures to the navy medicines of uniform purity and strength, which are distributed to home and foreign stations at prices but little beyond the cost of manufacture.

Amount of purchases for the laboratory for the year	.
ending June 30, 1858	\$14,054 86
Value of issues for the same period	15,316 20
Stock on hand, machinery, appliances, &c.	21,740 24

Insane of the navy.

At the date of my last report there were one officer and eleven seamen and marines in the government hospital for the insane near this city. During the year ending September 30, 1858, there have been one death, one desertion, and one admission; leaving one officer and ten men under treatment.

It is unnecessary to allude to the merits of this institution, or to its manifold advantages for the safe custody and judicious treatment of the unfortunate class of patients, for the relief of which the Congress of the United States have made such munificent provision. This asylum contains every modern improvement in this particular department of medicine, and may justly challenge a favorable comparison with similar institutions in this or any other country.

Medical corps of the navy.

According to the schedule of the naval force to be employed during the year, prepared by the Bureau of Construction, Equipment, and Repair, embracing the increase of steam vessels authorized by the last Congress, thirty-nine surgeons and seventy passed and other assistant surgeons will be required for sea service. Medical officers are also employed at the various hospitals, navy yards, receiving ships, and rendezvous, to the number of twenty-six surgeons and seventeen passed and other assistant surgeons; making a total of sixty-five surgeons and eighty-seven assistant surgeons to meet these demands.

Now to supply these posts, we have sixty-nine surgeons and eighty passed and other assistants, the limit of the medical corps as fixed by act of Congress of August, 1842. Of these grades, at least ten surgeons, if not more, and an equal number of assistants are unfit for duty by reason of age, sickness, or infirmity; it must hence be ap-

parent that the present strength of the medical corps is wholly inadequate to the current demands upon it.

And, while age and the vicissitudes of naval life are making annual inroads upon our very restricted corps, the navy has undergone a very material increase; for, within a brief period of time, twenty steam vessels have been added to the force, and the number of seamen, marines, engineers, &c., largely augmented.

At this moment there are but very few medical officers unemployed beyond those who are unfit for duty and those who have just returned from foreign service, while sundry shore stations are without their usual complement, because of the greater demand for their services afloat.

The necessity for an increase of medical officers has been brought to the notice of the department for several years past, but it has become so much more urgent of late that I am compelled by a sense of duty to solicit again a favorable consideration by the honorable secretary of a measure which justice to the medical corps and the true interests of the navy alike combine to recommend.

It is to be borne in mind, too, that the law "to promote the efficiency of the navy" was not applied to the medical corps; hence, there still appear on the register the names of many who have not performed any duty for years, and who never will be able, by participation, to lighten the labors of those upon whom so much is devolved.

I believe the sentiment of the navy is almost unanimous in regard to the present inadequacy of the medical corps, and the indispensableness of an increase of its number.

It is a curious fact that this branch of the service should have remained nearly stationary, while the various other grades have been largely augmented from time to time as circumstances required.

A comparison between the navy of to-day and at the close of the year 1815 will exhibit the present disproportionate relation between the medical and other officers.

	1815.	1858.	Increase.
Captains	23	76	44
Commanders	18	106	88
Lieutenants	140	319	179
Surgeons	48	69	21
Assistant surgeons	72	80	8

These figures show that while other corps have been largely increased, the medical department has undergone but an inconsiderable numerical change in the last forty years, while its efficiency is constantly abating by the advanced age and infirmity of its members, and the occasions for their employment increase with the constant expansion of the naval service.

Twenty additional surgeons and the same number of assistants would be no more, in my judgment, than the present and immediate prospective wants of the navy require for the prompt performance of current duties, and to afford the customary indulgence granted to all officers at the expiration of foreign service.

No contracts have been made by this bureau during the year.

W. WHELAN.

REPORT OF THE POSTMASTER GENERAL.

POST OFFICE DEPARTMENT, *December 4, 1858.*

TO THE PRESIDENT OF THE UNITED STATES:

SIR: I have the honor to submit the following report of the operations and business of the Post Office Department since my communication to you of 1st December last.

EXPRESS MAIL AGENTS.

In my last annual report allusion was made to improvements which were expected to result from the employment of express agents to accompany mails on the great routes from New York, Philadelphia, and Baltimore, westward.

Such service has now been in operation long enough to demonstrate that its importance was not over-estimated. Agents start with the great mails morning and evening from New York for the west—the latter going through without change to Cincinnati; the former to Cleveland—and being held to strict accountability for all mail bags placed under their charge.

Similar agencies are established between Cincinnati and St. Louis; and those between Baltimore and Cincinnati and Philadelphia and Cincinnati, referred to last year, have continued in successful operation. The latter route is just changed so as to make Chicago, instead of Cincinnati, a terminus; and the express mails will be conveyed through in about thirty-six hours between Philadelphia and Chicago. The Cincinnati mails for the Philadelphia route will be in charge of the New York express agents between Crestline and Cincinnati.

The advantages of keeping mails under the constant supervision of the agents of this department, for the longest distances practicable to be run, are so apparent that some of the usual shorter routes for agents in different sections have been consolidated, and further changes of this sort will be made from time to time, as far as consistent with the proper assortment of mails for way offices; while it may also be found necessary to increase the number of express routes for delivering closed bags, without reference to the exchange of mails between the smaller offices.

The number of such bags, already very great, must be multiplied more and more, in order to avoid the delays incident to distribution on the way between remote points; and nothing short of the undivided attention of agents directly responsible to this department can insure for the mails such regularity and safety as the public have the right to expect. The government, having the monopoly of the mail

service, should spare no efforts or expense to place it above the reproach which has attached to it of being behind individual enterprise as to certainty and speed, and less adapted to the wants of trade and commerce in their widely extended ramifications, which can only be satisfied with a mail system combining all possible elements and appliances to make it perfect, as far as human agency can be effective to that end.

NEW YORK AND NEW ORLEANS ROUTE.

On the 1st day of July last an arrangement took effect by which mails were to be conveyed between Washington and New Orleans in four and a half days, by way of Richmond and Lynchburg, Virginia, Bristol, Knoxville, Chattanooga, and Grand Junction, Tennessee, and Jackson, Mississippi, all by railroad, with the exception of a gap of ninety miles in Mississippi, between the unfinished portions of the Mississippi Central railroad, which is supplied by stage service. So far as the time is concerned, coming north, (from New Orleans to Washington,) the whole service has lately been performed with but few interruptions, although in the beginning there were some unexpected difficulties connected with the stage portion of the route. Going south, the schedule contemplated the running of cars by night from Canton to New Orleans; but the early appearance of the yellow fever, as an epidemic, and its great virulence, interposed a serious obstacle in the way of this service, the railroad company considering it ruinous to their interests to approach the infected district, except during the day time. The mails were thus necessarily delayed over night (12 hours) at Canton, and delivered in New Orleans twelve hours behind the stipulated time. Assurances have, however, been given that such delay shall no longer continue, and it is not doubted that the contract schedule will soon be fully complied with, insuring the delivery of mails from Washington at New Orleans within four and a half days.

The parties to the foregoing arrangement have further stipulated that from and after 1st July next the time shall be reduced twenty-four hours, making the communication between Washington and New Orleans in three days and a half, or between New York and New Orleans within four days.

The mail service in general between New York and New Orleans, during the past year, has been rather more exempt from the delays and irregularities by which it has usually been characterized, and there is scarcely a doubt that very great improvements will be effected during the next year by the completion of a *continuous* and *direct* railroad connexion through Virginia, Tennessee, and Mississippi; that is, *via* Gordonsville (instead of Richmond) to Lynchburg; thence to Knoxville, Tennessee, and direct to Chattanooga, (omitting Dalton, Georgia,) thence to Grand Junction, and over the Mississippi Central and New Orleans, Jackson and Great Northern railroads.

I last year referred to routes established by law, and advertised by this department, from Cedar Key, Florida, to New Orleans, and from Fernandina, Florida, to New York, in steamers, as being designed,

in connexion with a railroad in course of construction across the peninsula of Florida, from Fernandina to Cedar Key, to constitute a new route from New York to New Orleans, with a view to the speedier and more certain transmission of the great northern and southern mails. I communicated proposals which had been received to convey mails between New York and New Orleans in five days, coupled with the condition that no pay would be demanded for any trip not performed within that time, and called attention to the subject as one of vast public interest. My views of this new route remain unchanged; but owing to the unfinished condition of the railroad, as well as the large expenditure of money involved, no progress has been made in the negotiations on the subject.

ST. LOUIS AND NEW ORLEANS MAIL.

The hope was indulged last year that before this time railroad connexions would be so nearly completed that the great *through* mails between Cairo and New Orleans would be conveyed much more expeditiously and regularly than can be done, in the nature of things, by steamboats.

This improvement has not yet been effected, but information has been received within a few days which renders it certain that the railroad communication will be opened before the end of this year.

Anticipating this state of things, the Department, at the lettings of contracts, divided the Mississippi river routes as follows:

From St. Louis, *via* Cairo, to Memphis, three times a week.

From Nashville, *via* Cairo, to Memphis, three times a week; the two routes running on alternate days, making six trips weekly each way between Cairo and Memphis.

From Memphis to New Orleans, six times a week, with one additional weekly trip between Memphis and Napoleon, and four additional weekly trips between St. Francisville and New Orleans.

The cost of the mail service by these routes between Cairo and New Orleans is \$262,618 *per annum*, which amount, compared with the cost of the steamboat service in operation up to 30th June last between the same points, (\$432,333,) shows a saving of \$169,715 *per annum*; and it is peculiarly gratifying, in view of the great reduction of cost, to state, as I am enabled to do, that the new service is in all respects more satisfactory than the old. It is performed with the utmost possible regularity, and affords every facility that can be reasonably expected by the people who are directly interested in the Mississippi river mails.

The shortest time by the river between Cairo and New Orleans has been four days.

The anticipated railroad service, *via* Jackson and Grand Junction, Tennessee, and Canton, Mississippi, will probably be performed in two days each way, and at a cost of about \$112,425 *per annum*. This sum, added to the expense for the river mails under the new contracts, commencing 1st July last, (\$262,618,) makes for both the land and river routes \$375,043 *per annum*, leaving still a net gain of \$57,290 *per annum* over the river lines alone up to 30th June last.

OVERLAND MAIL ROUTE.

At the last session of Congress I reported fully the steps that had been taken to carry into execution the act of Congress, approved 3d March, 1857, authorizing the Postmaster General to contract for the conveyance of the entire letter mail between the Mississippi river and San Francisco.

The contract was executed on the 16th September, 1857, and service commenced within the twelve months, namely, on 15th September, 1858, agreeably to the provisions of said act.

The department is happy to announce its conclusive and triumphant success. Its departure and arrival were announced with unbounded demonstrations of joy and exultation. I submit a detailed report of Mr. Bailey, the agent of this department, who came over in the first line of stages which left San Francisco for St. Louis. It will be an important document, not less instructive at the present time than it may be interesting and curious to those who, in after times, may be desirous to know by what energy, skill, and perseverance the vast wilderness was first penetrated by the mail stages of the United States, and the two great oceans united by the longest and most important land route ever established in any country.

TEHUANTEPEC ROUTE.

By an act of Congress of March 3, 1855, a route was established from New Orleans, by the Isthmus of Tehuantepec, to San Francisco. It was advertised for the next regular lettings of contracts in the spring of 1856, but no bids were received.

In December, 1857, the same route was re-advertised. Only one proposal was received, and that was for semi-monthly service, at \$286,000 *per annum*. It not having been accepted, negotiations were opened by the bidders with the department, which resulted in making a contract, on June 8, 1858, with the Louisiana Tehuantepec Company, on the following terms, viz :

To convey mails from New Orleans, by Minatitlan, Suchil, Ventosa, and Acapulco, to San Francisco, twice a month, and back, in safe and substantial steamers between New Orleans and Minatitlan ; in safe and substantial *river* steamers between Minatitlan and Suchil, and in post coaches or good covered spring wagons between Suchil and the Pacific ; the residue of the route to San Francisco in steamers, the pay to be at the rate of \$286,000 *per annum*, with the understanding that the mails may be exchanged with the line between Panama and San Francisco, at or near Acapulco, without change of pay ; and with the further understanding that the mails may be exchanged with the aforesaid line at Ventosa, or other port within a short distance of that place, at the annual compensation of \$250,000. Service to commence at any time between the first day of October and the first day of November, 1858, and to terminate on the thirtieth day of September, 1859. Each trip to be performed in fifteen days.

The service actually commenced on the 27th of October, 1858, under auspices which, it is believed, promise complete success.

Besides being an additional channel of communication with California, which may tend to bring about competition at a future letting of contracts for the whole mail service between the two oceans, this route affords to certain sections of the Union the advantage of six days' closer connexion with California than has heretofore been enjoyed. As far north or east as New York it has the advantage of one day; and in cases of emergency, by using the telegraph, that city, equally with New Orleans, may communicate with the Pacific coast six days after the departure of the Panama line.

This contract was made in pursuance of suggestions in the following letters, addressed to the Hon. William H. English on the 24th and 25th of May last, in response to inquiries made on the subject :

POST OFFICE DEPARTMENT,
Washington, May 24, 1858.

SIR: In reply to your communication of the 20th instant, I have the honor to state that no contract has been entered into with any party or parties to carry the California mails by the Tehuantepec route. Applications for such a contract having been repeatedly made verbally, and perhaps in writing, the department advertised for proposals, which may be seen in the printed pamphlet of proposals for Louisiana, page 51.

Having advertised for proposals on this line, and received one or more bids on it, the department, after taking suitable time for deliberation, has come to the conclusion to establish mail service thereon from New Orleans, *via* Tehuantepec, to Acapulco, provided a satisfactory contract can be made for that purpose. The service is not proposed to be put on further than to Acapulco, because the present line of steamers from Panama to San Francisco always touch at Acapulco, and can take on the New Orleans mail and passengers. It is not, however, proposed to make the first contract for a longer period than one year from the 1st of October next, so that this contract and the one from New York to Aspinwall may expire at the same time. In the course of this year the practicability of the Tehuantepec route may have been fully tested, and its capability to furnish the shortest, cheapest, and safest mail route to California fully demonstrated. The department, by simultaneous expiration of the contracts on these two routes, will be enabled to determine which one to select, or whether to keep up both, accommodating the mails and the passengers from New York and New Orleans, respectively, but paying each according to the amount of mail service rendered.

It is alleged that by starting this line from New Orleans correspondence from the Atlantic side will be received nearly one week later than at present, and from California to the Atlantic States in like proportion. That is to say, that whilst letters sent from Boston and New York to California by Panama would reach Acapulco about — days after they had been written, others sent from New Orleans, *via* Tehuantepec, to Acapulco, would reach there in about — days; thus

practically furnishing nearly a weekly mail, instead of a semi-monthly communication as at present.

The terms of the contract are not yet definitely settled, and therefore cannot be set forth; but the department does not anticipate much difficulty in being able to obtain the service on reasonable and satisfactory terms.

The authority of this department to make such a contract may be found in the 2d section of the act of March 3, 1851, which the Postmaster General considers ample and undoubted.

Serious doubts have been expressed as to whether the road has been yet or will be made in time sufficient for the performance of the contemplated service. The department, however, will take care in making any contract to provide that where there is no service there shall be no pay, and that no fines or forfeitures shall be remitted for failures arising from want of a suitable road, or from obstacles presented by the insufficiency of the river navigation, or of the bays at either terminus of the transit. If, therefore, the river, bay, or road shall not be sufficient, the contractors, not the government, will be the losers by it.

The Tehuantepec route has long been a favorite one with the government and people of the United States. No opportunity has been lost in endeavoring to secure it. Having at last secured it by the terms of the Gadsden treaty, and a reasonable probability now existing that the route has been or will in a short time be placed in a condition to receive the service, the department sees no good reason why it should not enter on the enjoyment of those advantages so earnestly desired and so long anticipated by the people and government of the United States.

In proposing to make this contract the Postmaster General does not intend to decide any controversy which now exists or may hereafter arise between rival claimants under the grants or decrees of the Mexican government. Who are the true owners of the right to make the road is left to the proper tribunals to determine.

It is enough for the department that parties of undoubted responsibility, claiming to be in possession of the road and to be the lawful owners of it, have proposed to perform the desired service. If in this there shall be any mistake, the contract with the parties will terminate with their loss of the road, and the department be as ready to contract with the successful claimants as with the present ones. In any point of view it would seem to be the interest of the true owner of this right, whoever he may be, that this contract should be made. It will materially aid in the early completion of the road, and furnish the assurance that after the United States shall have entered on it in the transmission of her mails, no wanton or illegal revocation of the right would be tolerated.

The department, in arriving at the conclusion that the time had come when the mail service of the United States ought to be placed upon this new and additional route, has not been influenced in the slightest degree by mere geographical partialities. Rightly considered, there are no rival and separate interests of the north or northeast to be prejudiced by the establishment of this route.

If it be shorter, safer, and more expeditious than other routes, it can and will be adopted by the people of that portion of the United States, both for postal and travelling purposes, as freely and fully as by those of the west or southwest. If it present no such striking advantages, then more southern transits, such as Panama, Chiriqui, and Nicaragua, will continue to be used by all the northern or northeastern portion of the Union, whilst that of Tehuantepec would probably be used by the people of the western or southwestern States, whose geographical *positions* render it to them the most desirable transit.

I am, very respectfully, your obedient servant,

AARON V. BROWN.

Hon. WILLIAM H. ENGLISH,

Chairman Committee Post Offices and Post Roads.

POST OFFICE DEPARTMENT, *May 25, 1858.*

SIR: In addition to what was submitted to you on yesterday in favor of now establishing the Tehuantepec route to California, I beg leave to say that, in one point of view, the whole nation as a unit may become deeply interested in the successful establishment of this route.

Tehuantepec is nearer to us, and lies within the Gulf of Mexico, which is destined to be hereafter an *American sea*, over the whole of which the United States must exercise, from overruling motives, a distinct and masterly control. It is therefore fair to conclude that a transit across Tehuantepec in time of war could and would be more easily and certainly protected from falling into the hands of an enemy than any more distant one.

In coming to the conclusion to establish this additional mail line, the department has not permitted considerations of the personal interest of individuals on other lines to deter it from action. Those who embarked their means in the construction of a railroad across the Panama route knew that they had to encounter the advantages of the Chiriqui transit, with all the superiority which deep and tranquil harbors on both oceans conferred upon it. They knew, also, that the Nicaragua lake would raise up against them a most formidable competition. All who embarked in *any* of these Central American lines also knew that Tehuantepec, by its contiguity to the territory of the United States on both oceans, and its more defensible position, must, in some future day, become an object of peculiar interest to the American people. All this they knew, and must, therefore, be presumed to rely for successful investment on no implied obligation on the part of the government not to favor the construction of any other passway across the Isthmus which time and future discovery might show to be more convenient and useful.

Those who have embarked their means in the construction of this road over Tehuantepec have had to encounter the subsequent establishment of many overland routes to California, which must necessarily be more or less detrimental to their interest. Monopolies on none of these transit routes, either across the Isthmus or on the main land, ought ever to be encouraged or even tolerated. The United States

have never sought to make them such. In every right of transit which they have either sought or obtained they desired no exclusive privileges for themselves. They have always regarded the right of way over that narrow strip of country which unites the two American continents as a great public necessity, and which must, therefore, be enjoyed by all the civilized and commercial nations of the earth. It must be on this necessity, that a large portion of the world is compelled to have transit over all these routes, that individuals who embark their means in their construction must rely for the success of their investment. Fortunately for them, there is more danger that, after all, there will be too few, instead of too many, of these great thoroughfares to meet the wants of mankind. The two American continents stretch themselves out in so long a line north and south that they intercept the commerce, the travel, and the correspondence of more than half the habitable globe. The sail has given way to the steam vessel, and the passion for expedition demands the most direct passage in the shortest possible time. The department but yields to this universal temper of the age when it establishes this line from New Orleans by Tehuantepec to California. The passengers from the southern and southwestern States, who desire to go to California, will no longer be required to go hundreds of miles in the wrong direction in order to start for California, but, going to their own natural emporium, New Orleans, start out direct and make the journey in nearly half the time and with half the expense now required. So of all correspondence to and from the same region of country.

This *exposé* of my reasons and views became necessary in consequence of my avowal, in the early part of this letter, that, although I had not closed the contract, yet I had concluded to do so, and that nothing remained but the adjustment of the terms of it.

With this apology for the length of this communication, I remain your obedient servant,

AARON V. BROWN.

Hon. WILLIAM H. ENGLISH,
Chairman Committee Post Offices and Post Roads.

UTAH ROUTE.

The routes between St. Joseph, Missouri, and Salt Lake City, and between Salt Lake and Placerville, California, have been so improved, that the trips through from St. Joseph to Placerville, and back, are performed once a week in thirty-eight days each way.

For some months past this service has been performed with remarkable regularity, insomuch as to merit special commendation.

It has received from the people of California the warmest applause, and called forth public demonstrations of a most enthusiastic character.

By act of Congress of August 3, 1854, a mail route was established from Neosho, Missouri, to Albuquerque, New Mexico; and on March 3, 1855, a route was established from Independence, by Albuquerque, to Stockton.

These routes were advertised in December last, at the urgent solici-

tation of citizens interested in that section of country, and contracts were entered into with the lowest bidders for conveying mails from Neosho to Albuquerque, once a month, and back, at \$17,000 *per annum*; and from Independence, by Albuquerque, to Stockton, once a month, at \$80,000 *per annum*.

Service commenced on the 1st of October last, and, although sufficient time has not elapsed to allow of reports as to its progress, there is every reason to believe that the contracts will be fulfilled, and the mails conveyed to the satisfaction of the department and the public.

THE EXPENSES OF THE DEPARTMENT.

The expenses of the department, over and above its revenues, have regularly increased ever since the reduction of postages.

It would, however, be obviously erroneous to suppose that this charge upon the Treasury is to progress in a ratio proportionate to what it has been for the last few years. Our postal system is now extended over the whole country from one ocean to the other. There can be but little further expense resulting from overland connexion with California and the other Pacific States and Territories. Except one other route, commonly called the northern route, from St. Paul, in Minnesota, to Seattle, in Washington Territory, no other is now thought of as being likely to become necessary. The estimate for the transportation of the mails for the next fiscal year, 1859-'60, when completed, over and above the anticipated revenues, may therefore be regarded as the maximum which will probably be required for some time to come.

If, however, Congress in its wisdom shall not be willing to see such an amount made chargeable to the Treasury in future, the following suggestions, as to the means of keeping the expenses within the revenues of the department, are respectfully submitted:

An act of Congress should be passed explanatory of the act of March 3, 1845, which makes it "the duty of the Postmaster General, in all future lettings of contracts for the transportation of the mails, to let the same, in every case, to the lowest bidder tendering sufficient guarantees for faithful performance, without other reference to the mode of such transportation than may be necessary to provide for the due celerity, certainty, and security of such transportation." And to make the law more emphatic, it should provide that the Postmaster General shall not in any case whatever accept a bid for mail service having any reference to the conveyance of passengers or freight of any kind other than regular mail matter.

The effect of such legislation would be to substitute stages with two horses on routes where four-horse coaches are now employed, while stages in their turn would give place to the buggy, and, indeed, oftentimes to horseback conveyance. In the few cases where four-horse vehicles would be necessary, on account of the large amount of mail matter, the difference between the cost of passenger coaches and the plainer and cheaper wagon, sufficient for conveying the mails, would be very considerable, and so, also, a proportionate saving would result in the case of stages where changed to a plainer and cheaper conveyance of equal cost.

If the whole transportation of the mails were thus arranged, by means of what are commonly called and known as "Star bids," it would accomplish a reduction in the transportation account of probably one million of dollars per annum.

The entire discontinuance of four-horse and two-horse mail coaches would not necessarily follow; for wherever the number of passengers would make it profitable, contractors would still employ coach service. Whenever the travel on any route offers no such inducement, there exists no obligation on the part of government to pay an extra sum for mail service in order to promote the convenience of travellers.

The rapid extension of railroads has contributed most largely to swell the expenditures of the department. Wherever a new road is opened it becomes necessary to convey mails on it, and almost invariably at a rate of pay far above that on coach routes, while, in many instances, the latter must be continued or other service provided for the offices which are not reached by the railroad, thus doubling the expense.

As an example, it may be stated that the railroad service between Cumberland, Maryland, and Wheeling, Virginia, including route agents and mail messengers, now costs..... \$44,995 per annum. Service is also necessary on the old stage route at 5,900 per annum.

Total	50,895 per annum.
Before the completion of the railroad the highest pay for conveying the through mail on this route was.....	27,600 per annum.
Increase	23,295 per annum,
or nearly 100 per cent.	

But if it be desired to relieve the Treasury from the requisitions upon it for the service of this department, it will be necessary not only to reduce expenses by disconnecting the mails from the transportation of passengers and freight, but to increase the revenue by the imposition of rates of postage approaching more nearly the value or cost of transportation and delivery of letters and printed matter. A move in this direction was made at the last session of Congress by the introduction of a bill in the Senate having for its chief objects the raising of the three-cent rate upon letters to five cents, and the abolition of the discount now allowed by law for the payment of newspaper and pamphlet postage quarterly or yearly in advance.

It is believed that the effect of this bill would be to raise the revenue from postages about \$3,500,000, without taking into view the provision it contains in relation to the transmission of public documents. The immense masses of heavy books and documents sent through the mails to all parts of the country devolve a very considerable expense upon the department for larger means of transportation than would be required for the ordinary mails. This expense, it is true, is compensated, in part, by the annual appropriation of \$700,000 from the Treasury by the acts of March 3, 1847, and March 3, 1851; but this allowance is not believed to be one-half of what such matter would amount to if charged with postage.

The discontinuance or modification of the franking privilege having

been suggested by several of my predecessors as a means of increasing the revenue, I shall not now notice the subject further than to present for consideration such a modification of it as it appears to me can be readily adopted without subjecting members of Congress to the charge of postage on their personal or official correspondence. It is proposed that in lieu of the franking privilege now allowed by law to members of Congress, the Secretary of the Senate, and the Clerk of the House, or such other officer as may be designated for the purpose, furnish the members with postage stamps to be used on all letters, public documents, and packets transmitted by them in the mails, and keep an account of the stamps furnished to each member, to be paid for out of the contingent fund of each House. It is further proposed that all letters and packets, except newspapers addressed to members of Congress, shall be prepaid at the mailing office. In this way the department would be compensated for the service rendered without a resort to the inconvenience of keeping daily minute accounts of the postage chargeable on such mail matter.

It is evident, on the slightest reflection, that the whole theory on which the Post Office Department was originally founded has been in a great measure departed from. Its great function, for many years, was the transmission of mail matter proper, such as letters, newspapers, and light pamphlets, from one part of the country to another. The idea of the government becoming a common carrier of persons and merchandise was never entertained. But what is the transmission of the immense mass of book-matter, amounting annually to hundreds of tons, but merchandise, whether sent from private book establishments or from the two houses of Congress? In a single instance the transmission of the books, &c., of one member (from Utah) has cost the department between six and seven thousand dollars. Why cannot these be forwarded under the direction of the Secretary of the Senate and Clerk of the House, either by the ordinary modes of conveyance, or by the application of postage stamps as on other mail matter? Another consideration forcibly presses itself on the mind in relation to this department. Many ocean steam-lines have been established, not really to meet the postal wants of the country, but to give aid and assistance to our growing and expanding commerce. The department could have no returns in postages that would at all compensate for their expensiveness; still, as it was of the first importance to commerce and agriculture to have such lines, the duty of establishing them, it was thought, had as well be devolved upon the Post Office Department as on any other.

The great necessity and propriety of establishing connexion with our distant possessions on the Pacific, both by sea and land, was universally acknowledged. The route by Panama has never repaid in postages half its expense; yet the nation has been, in her trade and commerce, remunerated a thousand fold. So of the great overland routes, the main one of which has been established by the express enactment of Congress. None of the latter can ever make postal returns at all proportionate to their cost; but through their agency nearly one-half of our republic will be developed in its agricultural and mineral resources. Other references might be made clearly show-

ing that the Post Office has of late years been made the instrument of accomplishing many things of great national importance not within its original scope and purpose of merely sending letters and newspapers from one place to another. It is not fair, therefore, to measure its usefulness by the mere receipt of postages, nor to complain that in accomplishing great and lasting benefits to the commerce, to the settlement and security of the country, it has brought some charge on the Treasury beyond its contributions. The other departments subsist wholly on the Treasury, bringing no returns whatever into it. Why then should it be thought strange that the Post Office Department, when charged with opening new sources of commerce to the merchants, new markets for our agricultural products, and placing our government and people in direct and independent communication with the other nations of the earth, should not be able to accomplish these great results upon a three-cent postage on letters, and on printed matter almost no postage at all?

The exact principle of justice on this whole subject I conceive to be, that, in conducting its ordinary business of transmitting correspondence, it should be thrown entirely on its own revenues. But whenever any service, on the sea or on the land, is required of it, mainly, if not exclusively, for national objects—such as the extension of our commerce, the spread of our population, and the development of the various resources of our country—the cost thereof, in all fairness, ought to be borne by the national treasury. These national purposes, if accomplished through the action of the Navy and War Departments, as they might be, would necessarily fall on the national treasury. What difference, then, should there be in this respect, when the same duties are superadded to the Post Office Department, whose rate of postages, its only means of raising revenue, has been adjusted for very different purposes? It is in the light of this distinction that the operations of this department ought to be examined. It is no longer a machine composed of horses, stages, and mail bags, for the transmission mainly of the private correspondence of individuals; it has become the great pioneer of civilization and progress; it is the agent of commerce and intelligence; it visits every town and city; it comes home to almost every domicile of the country; and its high mission of individual and national usefulness ought not to be diminished by any misapprehension of its true character and functions. Applying these general remarks to the precise question of the present rate of postage, I feel bound to say that the last reduction below five cents and the discount allowed on the already greatly reduced rates on printed matter have greatly curtailed the usefulness of the department in extending our mail service with that celerity, frequency, and uniformity to all parts of our country which the spirit of improvement in every department of business and of social life so earnestly demands. There are many portions of the United States which have not yet received satisfactory mail facilities, and are not likely soon to do so with the present inadequate means of the department.

In a compact and dense population the present rate might bear some reasonable proportion to the actual cost of transportation; but in a widely extended country, like the United States, now reaching

from one ocean to the other, and in many portions of it thinly populated, three cents would seem to be altogether insufficient to meet the actual expense incurred by the government in sending forward the letters. Heretofore our entire California correspondence has been conducted at ten cents, it being over 3,000 miles by the Panama route. Since the establishment of our various overland routes, however, all our great cities of the valley of the Mississippi are brought within the 3,000 miles, and therefore will pay the inadequate postage of only three cents. It is not likely that the people of the Atlantic States, and especially of their large cities, will be willing to pay ten cents on their extensive correspondence to California, Washington, and Oregon, whilst those in the Mississippi valley will have to pay only three cents. To avoid this source of dissatisfaction and the practical inconvenience of having different rates, regulated by distances, it is respectfully submitted to the superior wisdom of Congress whether one uniform rate of five cents for all distances would not enlarge the usefulness of the department, diminish, if it did not entirely prevent, such heavy drafts on the Treasury, and best promote the interest and convenience of the people.

In relation to the franking privilege, it is impossible to tell to what extent it is abused—not often, it is to be hoped, by those to whom it is allowed by law, but by others, who take the liberty to sign their names under some pretended authority to do so, or under no authority at all. It is impossible for the 28,000 postmasters of the United States to judge of the genuineness of the signatures, and therefore they can do nothing to prevent abuses. In times of national as well as State elections, the Post Office conveyances are literally loaded down with partisan documents, for which it is evident somebody should pay, if it is expected that the department should even approximate its own support. Now, if it be desired by Congress that all these documents be transmitted at public expense, let the stamps be furnished and charged to members who frank them, so that Congress may keep watch over the privileges granted to their own members and prevent abuses which this department has no power to detect.

NUMBER OF POST OFFICES.

The whole number of post offices in the United States on the 30th June last was 27,977, of which 400 are of the class denominated presidential. The number established during the last fiscal year was 2,121, and the number discontinued 730, being an increase of 1,391. The number of postmasters appointed during the year was 8,284. Of these 4,595 were to fill vacancies occasioned by resignation, 998 by removals, 278 by deaths, 292 by change of names and sites, and 2,121 on establishment of new offices. The whole number of offices on the 1st of December, 1858, was 28,573.

TRANSPORTATION STATISTICS.

On the 30th of June last there were in operation 8,296 mail routes. The number of contractors was 7,044.

The length of these routes is estimated at 260,603 miles, divided as follows, viz :

Railroad.....	24,431 miles.
Steamboat.....	17,043 "
Coach	53,700 "
Inferior grades.....	165,429 "

The total annual transportation of mails was 78,765,491 miles, costing \$7,795,418, and divided as follows :

Railroad, 25,763,452 miles, at \$2,828,301 ; about eleven cents a mile.

Steamboat, 4,569,610 miles, at \$1,233,916 ; about twenty-seven cents and two mills a mile.

Coach, 19,555,734 miles, at \$1,909,844 ; about nine cents and eight mills a mile.

Inferior grades, 28,876,695 miles, at \$1,823,357 ; about six cents and three mills a mile.

Compared with the service reported on 30th June, 1857, there is an addition of 18,002 miles to the length of mail routes ; 3,859,424 miles to the total annual transportation, being about 5.11 per cent., and of \$1,173,372 to the cost, or 17.46 per cent.

The aggregate length of railroad routes has been increased 1,901 miles, and the annual transportation thereon 1,495,508 miles ; 6.05 per cent. ; at a cost of \$268,454, or 10.44 per cent.

The length of steamboat routes is greater by 1,798 miles, and the annual transportation 51,491 miles, costing \$241,918 additional, or 1.10 per cent. on transportation, and 24.38 per cent. on the cost.

The addition to coach routes is 4,371 miles in length, 464,804 miles in annual transportation, or 2.43 per cent., and \$499,018 in cost, or 35.37 per cent.

The additional length of inferior routes is 9,932 miles ; the additional annual transportation 1,847,621 miles, and the additional cost \$163,982 ; being 6.83 per cent. in transportation, and 9.87 per cent. in cost.

Appended to this report is a table (marked A) showing in detail the mail service of every grade, as existing in each separate State and Territory, on the 30th June last.

Also a table (marked G) showing the *increase* or *decrease* in the several grades of service, and their cost, in each State and Territory, during the last fiscal year, together with a detailed statement of routes on which improvements have been made and additional expense incurred, (marked H.)

The lettings of new contracts for the term commencing 1st July last embraced twenty-one States and Territories of the northwest, west, and southwest, including California, New Mexico, Utah, Oregon, and Washington.

The following table shows the new service, as in operation on the 30th September, including the overland mail route from St. Louis and Memphis to San Francisco, also the route from New Orleans *via* Tehuantepec to San Francisco.

Conveyance.	Miles in length.	Miles of annual transportation.	Cost.
Railroad.....	8,603	8,972,850	\$1,022,437
Steamboat.....	16,146	3,321,462	1,361,758
Coach.....	40,055	13,933,727	2,580,460
Inferior modes.....	115,547	18,997,016	1,520,555
Total.....	180,351	45,225,055	6,485,210

Compared with the service on 30th June last in the same States and Territories, the length of routes is increased 27,973 miles; the annual transportation thereon 9,026,666 miles, and the cost \$2,243,156.

Divided as follows, to wit:

	Length.	Annual transportation.	Cost.
Railroad.....	676	807,047	\$271,168
Steamboat.....	6,291	456,590	337,558
Coach.....	11,861	5,485,946	1,288,814
Inferior modes.....	9,145	2,277,083	345,616
Total increase.....	27,973	9,026,666	2,243,156

The statement, hereto appended, marked H, shows the routes on which the additional expense was incurred.

On the 30th of June last there were in the service

440 route agents, at a compensation of.....	\$334,750 00
28 express route agents.....do.....	28,000 00
23 local agents.....do.....	29,989 00
1464 mail messengers.....do.....	184,634 41

Making a total of..... 577,373 41

This amount, with the increased cost of service under new contracts commencing on the first of July... 2,243,156 00

Added to the cost of service as in operation on 30th June last 7,795,418 00

Makes the total amount for the current year..... 10,615,947 41

REVENUE AND EXPENDITURES.

The expenditures of the department in the fiscal year ending June 30, 1858, amounted to..... \$12,722,470 01

For transportation of *inland* mails, including payments to route agents, local agents, and mail messengers \$7,821,556 83

For transportation of *foreign* mails, to wit:

New York to Liverpool.....	\$33,758 48	
New York to Bremen.....	100,585 93.	
New York to Havre.....	99,828 19	
Charleston to Havana.....	60,000 00	
New Orleans to Vera Cruz.....	29,053 89	
Aspinwall to Panama.....	100,000 00	
Agency at Panama.....	1,270 85	
		<u>424,497 34</u>

Total.....	8,246,054 17
For compensation to postmasters.....	2,355,016 28
For clerks in post offices.....	918,272 73
For ship, steamboat, and way letters.....	16,613 38
For office furniture for post offices.....	2,927 70
For advertising.....	128,034 92
For mail bags.....	38,454 19
For blanks.....	106,277 76
For mail locks, keys, and office stamps.....	13,485 09
For mail depredations and special agents.....	73,527 01
For postage stamps and stamped envelopes.....	93,019 10
For dead letters claimed.....	98
For wrapping paper.....	50,229 67
For payments to letter carriers.....	174,038 10
For miscellaneous payments.....	193,544 02
For payments for balances due on British mails.....	282,406 17
For payments for balances due on Bremen mails.....	2,859 14
For payments for balances due on Hamburg mails..	1,366 13
For payments for balances due on French mails.....	26,343 47

Total of expenditures..... 12,722,470 01

If there be added to the above \$91 90 lost by bad debts, and the sum of \$925 35 gained on the suspense account be subtracted, then the net amount of expenditures will be \$12,721,636 56, as adjusted in the Auditor's Office.

The gross revenue for the year 1858, including receipts from letter

carriers and from foreign postages, amounted to \$7,486,792 86, as stated below:

Letter postage, received in money.....	\$904,299 13
Received for postage stamps and envelopes sold.....	5,700,314 03
Received for postage on newspapers and pamphlets...	591,976 90
Received for postage for registered letters.....	28,145 16
Received for fines.....	85 00
Received on account of emoluments.....	80,644 96
Received from letter carriers.....	174,038 10
Received from dead letters unclaimed.....	3,410 66
Miscellaneous receipts.....	5,878 92
Total revenue.....	7,486,792 86

To the gross revenue above stated are to be added the permanent annual appropriations, amounting to \$700,000 granted to the department by the acts of March 3, 1847, and March 3, 1851, for the transportation and delivery of free mail matter for Congress and the executive departments, thus making the whole revenue of the year amount to \$8,186,792 86, which falls short of the expenditures, as adjusted on the Auditor's books, \$4,534,843 70.

I beg leave to invite attention to the full and highly satisfactory report of the Auditor, hereto appended. From this interesting document, I derive the following brief synopsis of the financial operations of the department in the past fiscal year :

The balance standing to the credit of the department, on the books of the Auditor, on the 30th June, 1857, was.....	\$1,163,886 05
The receipts of the department from all sources during the year 1858, including a gain of \$925 35 on the suspense account, amounted to.....	7,487,718 21
The amount of the various appropriations drawn from the Treasury during the year was.....	4,679,270 71
Making the total of receipts.....	13,330,874 97
The whole amount of expenditures in the year, including \$91 90 for accounts closed by bad debts, was	12,722,561 91
Leaving to the credit of the department on the 1st July, 1858.....	608,313 06

ESTIMATE OF RECEIPTS AND EXPENDITURES IN 1859.

Expenditures.

The aggregate sum appropriated by the act of Congress, approved June 14, 1858, for the service of the Post Office Department in 1859, exclusive of the transportation of foreign mails, of payments for foreign postages, and to letter carriers, was.....	\$14,035,520 00
For the transportation of the mail between Charleston and Havana, act June 14, 1858.....	50,000 00
For the transportation of the mails over the Isthmus of Panama, act June 14, 1858.....	100,000 00
For the mail between New York and Havre, the postages as allowed by the 5th section of the act of June 14, 1858, estimated at.....	91,000 00
For payments of balances due to foreign countries, estimated	325,000 00
For payments of letter carriers, act March 3, 1851, estimated	175,000 00
Estimated expenditures in 1859.....	14,776,520 00

Means for 1859.

The balance standing to the credit of the department on the Auditor's books, on the 1st July, 1858, was.....	\$608,313 00
The gross revenue for the year 1859, including foreign postages, fees paid in by letter carriers, and miscellaneous receipts, is estimated at.....	7,786,080 00
Of the appropriations made by the acts of March 3, 1847, March 3, 1851, and June 14, 1858, there is applicable to the expenses of 1859 the sum of	2,700,000 00
Total means for 1859.....	11,094,393 00
Deficiency of means for the service of 1859.....	3,682,127 00

OCEAN AND FOREIGN MAIL SERVICE.

The aggregate amount of postage (sea, inland, and foreign) on mails transported from July 1, 1857, to February 19, 1858, by the steamers of the New York and Liverpool (Collins) line was \$111,192 52, and by temporary steamships employed on same line during residue of the fiscal year, ending June 30, 1858, \$41,637 13, making a total of \$152,829 65 postages for the year. The postages by this line during the year ending June 30, 1857, amounted to \$210 463 03.

The postages upon mails conveyed during the last fiscal year by the United States steamers of the New York, Southampton, and Bremen line, were \$102,603 09, and by the New York, Southampton, and Havre line \$105,923 26, being a decrease of \$35,151 69 by the Bremen, and an increase of \$7,973 21 by the Havre line, as compared with the previous fiscal year.

The amount of letter postages upon mails exchanged with Great Britain during the year ending June 30, 1858, was \$802,771 64; with Prussia, \$325,763 60; Bremen, \$27,905 92; France, \$205,826 42; Hamburg, \$15,879 74; being a decrease on British mails of \$71,423 11; on Prussian mails of \$1,108 97; on Bremen mails of \$24,177 07; and an increase on French mails of \$164,638 23, and on Hamburg mails of \$14,820 14, compared with the preceding year. Net increased letter postages on European mails, \$82,749 22. The postal arrangements with France and Hamburg which have recently gone into operation have caused a diversion of much of the correspondence with the continent of Europe heretofore exchanged *via* England and *via* Bremen to the routes *via* France and *via* Hamburg, which accounts for the large decrease on British and Bremen mails during the past year.

The total postages on letter mails exchanged with Europe was \$1,378,147 32. On mails sent to Great Britain, \$380,180 58; to Prussia, \$193,765 95; to Bremen, \$11,866 36; to France, \$101,414 66; and to Hamburg, \$10,308 37. Total sent, \$697,535 92. On mails received from Great Britain, \$422,591 06; from Prussia, \$131,997 65; from Bremen, \$16,039 56; from France, \$104,411 76; and from Hamburg, \$5,571 37. Total received, \$680,611 40. Total postages collected in the United States, \$842,624 53; in Great Britain, Prussia, Bremen, France, and Hamburg, \$535,522 79. Excess of postages collected in the United States, \$307,101 74.

Total postages for the year from the New York, Aspinwall, and California lines, \$306,747 47; from the Charleston and Havana line, \$9,125 42; and from the New Orleans and Vera Cruz line, \$4,359 37.

I regret that, since the expiration of the contracts for the Bremen and Havre lines, our ocean mail steamship service to Europe has not been established on any permanent basis. The ships of the New York and Liverpool line were withdrawn in the month of February, 1858, and no service has been performed under the Collins contract since that time. This contract being with the Navy Department, the Postmaster General had no control over it, and of course no power either to enforce fulfillment or to annul for repeated failures, as in the case of ordinary mail contracts. The temporary contracts for service to Southampton, Bremen, and Havre expiring on the 1st of June last, I was very solicitous, either that the trips upon the Collins line should be resumed, or that the contract should be declared at an end, so that by new arrangements I could secure the full number of weekly trips, by American vessels, necessary to alternate regularly with the ships of the Cunard line. Hence, soon after the adjournment of Congress, I sought to ascertain whether or not I could depend on the resumption of service under the Collins contract; but it was not until quite late in the summer that I could obtain any reliable information on the subject.

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tion was made to resume

the service, provided the ships could be allowed to make Portland, instead of New York, the American terminus of the line. This proposition was declined by the Navy Department, and, the contract still remaining in force, it was out of my power to engage other than temporary service by the single trip on that line, as authorized by a provision in the first section of the act of last session making appropriations for ocean steamship mails. This delay and uncertainty in respect to this line had the effect, also, independently of any other cause, to prevent the making of any permanent contracts for the other lines necessary to furnish the full number of trips required, and the result has been that all the service performed has been entirely of a temporary character. Upon the Collins line, up to the 30th of September, 1858, nine outward and seven inward trips have been performed for the sea postage on the mails conveyed, at an average sum of \$5,379 per round trip, and five round trips for the sea and inland postage, amounting to \$7,125 per trip. Upon the Bremen line, from June 1, 1857, to October 21, 1858, inclusive, fourteen outward and fifteen inward trips have been performed by Cornelius Vanderbilt for the sea and United States inland postage, averaging \$8,621 per round trip; and upon the New York and Havre line, from June 1, 1857, to October 6, 1858, inclusive, the old contractors have made sixteen round trips on same terms, averaging \$7,491 per trip.

The fourth section of the act of last session, above referred to, provides that "it shall not be lawful for the Postmaster General to make any steamship or other new contract for carrying the mails on the sea for a longer period than two years, nor for any other compensation than the sea and inland postages on the mails so transported;" and the fifth section of said act confines the compensation to the sea postage only, if the transportation is by a foreign vessel. Can the service be obtained on these terms? I believe it may be. If deemed expedient to employ foreign vessels, it is certain that parties now stand ready to take the mails for the sea postage. But shall this service be relinquished entirely to foreign steamers? and if not, will American lines contract under the existing law? Nothing is clearer than that it is for the interest of this government to employ American in preference to foreign steamers for the conveyance of our mails, if they can be secured on the terms authorized by law; but whether this may be done, is a matter of doubt. Save during the winter months, there would probably be no difficulty in getting the mails carried on these terms; but for a period so short as two years, it is hardly probable that contracts with American lines could be obtained to carry regularly the year round. To secure to such lines their due share of the postages, it is essential that perfect regularity should be observed in winter as well as during the other months of the year, by at least a weekly departure and arrival on either side. The want of regularity heretofore has had the effect to give the advantage to the British lines. The evidence is now before me, that of the correspondence, for instance, between the United States and Switzerland, out of 5,000 letters, 4,800 were transmitted by British vessels, owing, it is believed, mainly to the circumstance of the known regularity of these vessels in sailing on a given day. Why may not the same regularity be established and

maintained by American ships? Let this be done, and no good reason is perceived why they may not carry an equal proportion of the mails, the postage on which would afford a fair compensation for the service. This is susceptible of demonstration. For instance, the aggregate amount of sea and United States inland postages on the mails by the different lines of United States and foreign mail packets between the United States and Europe, for the year ending June 30, 1868, was \$1,266,869. This, for semi-weekly service, would give an average of \$12,181 the round trip, or at the rate of \$633,434 per annum for the weekly service desired from an American line or lines, with the prospect of a steady increase from a constantly increasing trade and correspondence.

As calculated to furnish the requisite facilities of communication between Europe and the southern and southwestern States, the projected lines between Norfolk and England and between New Orleans and Bordeaux, in France, are among the most important to be established. It is unnecessary to point out the advantages these lines would be certain to have in developing the resources of those States. They could not fail to be otherwise than highly satisfactory. The lines to Bremen and Havre, touching at Southampton, should be continued, and, if practicable, increased to semi-monthly service. A Bremen company are now running fine steamers semi-monthly between New York and Bremenhaven, carrying the mails for the postages. If this can be done by parties in Bremen, why not, also, by enterprising citizens of the United States, and thus secure a regular and permanent weekly communication? Such an arrangement would not only afford the best and cheapest means for the transmission of the mails between the United States and continental Europe, and it may be to and from the East Indies by the way of Trieste, but it would also be highly advantageous in a commercial point of view. With reference to an American overland communication to India *via* Trieste, I am credibly informed that negotiations are pending to this end between the Lloyd Steamship Companies of Bremen and Trieste and the intermediate railroad companies; and that it is intended to take effect so soon as a weekly line is established between the United States and Bremen. It is believed that this route will furnish cheaper and better facilities of communication than any existing route.

But if the compensation for ocean steamship service is to be limited to the postages, it cannot be expected that parties will contract for so short a term as two years, and obligate themselves to carry during the winter months. I would, therefore, respectfully recommend, that the law be so far modified as to extend the term for all such contracts to a period not exceeding ten years, at the discretion of the Postmaster General.

As regards a line from some suitable port in the United States to Brazil, and the extension of the California line from Panama to the south Pacific coast, which, for commercial as well as for mail purposes, it is so desirable should be established, and the line from New Orleans to Vera Cruz, it is apparent that the postages to be derived therefrom would defray but a trifling portion of the expense of the service. I regard it as highly important that the line to Vera Cruz should be

continued. From the first of July to the first of November of this year, there was no mail upon this line, and temporary service is now performed for the postages only, in the hope that Congress will immediately authorize the making of a contract at a reasonable compensation. I respectfully recommend this, and that the same authority be granted respecting lines to Brazil and the south Pacific. The contract on the Charleston and Havana line will expire on the 30th of June next, and this, also, it is apparent, will require other aid than what could be derived from the postages to sustain it. The Vera Cruz and Havana lines, as well as the lines to California, should be classed as coastwise, and, whether susceptible of being sustained from the postages or not, should not, in my judgment, be subject to that restriction. But with reference to all lines where this restriction is not imposed, I would respectfully recommend that the Postmaster General be prohibited from entering into any contract, except under advertisement, inviting proposals in the ordinary way. The objection heretofore urged against the system of advertisement, that irresponsible parties will underbid, for the purpose of selling out for a bonus to others who are able to perform the service, will no longer hold as regards foreign lines, since the act of June 27, 1848, prohibits the transfer of any contract for transporting the mail to a foreign country.

In my last annual report I recommended an appropriation for one year's extension of the mail steamship contract on the Pacific, between Panama, San Francisco, and Astoria, in order that the service by the connecting lines on the Atlantic and Pacific sides of the Isthmus of Panama might terminate simultaneously, as originally intended by Congress. A specific appropriation for this purpose was made in the act of June 14, 1858; but as the fourth section of said act contains the provision, also, above mentioned, that the compensation under any new ocean mail steamship contract shall be limited to the postages on the mails so transported, the question was raised as to whether this provision was intended by Congress to apply to the proposed extension of the Pacific mail steamship contract. This question was submitted to the Attorney General, who decided that it could not have been so intended; and, accordingly, the contract with the Pacific Mail Steamship Company, which expired on the 1st of October, 1858, was extended at the same rate of compensation to the 1st of October, 1859, the date of expiration of the contract on this side of the Isthmus, the company agreeing also to transport from the Pacific terminus of the Tehuantepec transit, to and from San Francisco, all mails regularly conveyed between New Orleans and such Pacific terminus of the Tehuantepec route, without additional compensation.

The New York and New Orleans Steamship Company, running a line of steamers between those cities *via* Havana, heretofore carrying only a ship-letter mail, have entered into contract with the department for semi-monthly trips, except in July, commencing 1st of August last, and to continue till 30th June, 1860, at a compensation limited to the sea and inland postages on the mails transported. Up to 12th November, six round trips have been performed, the average pay per trip amounting to \$903.

By the time the contracts for the California lines, *via* Panama and

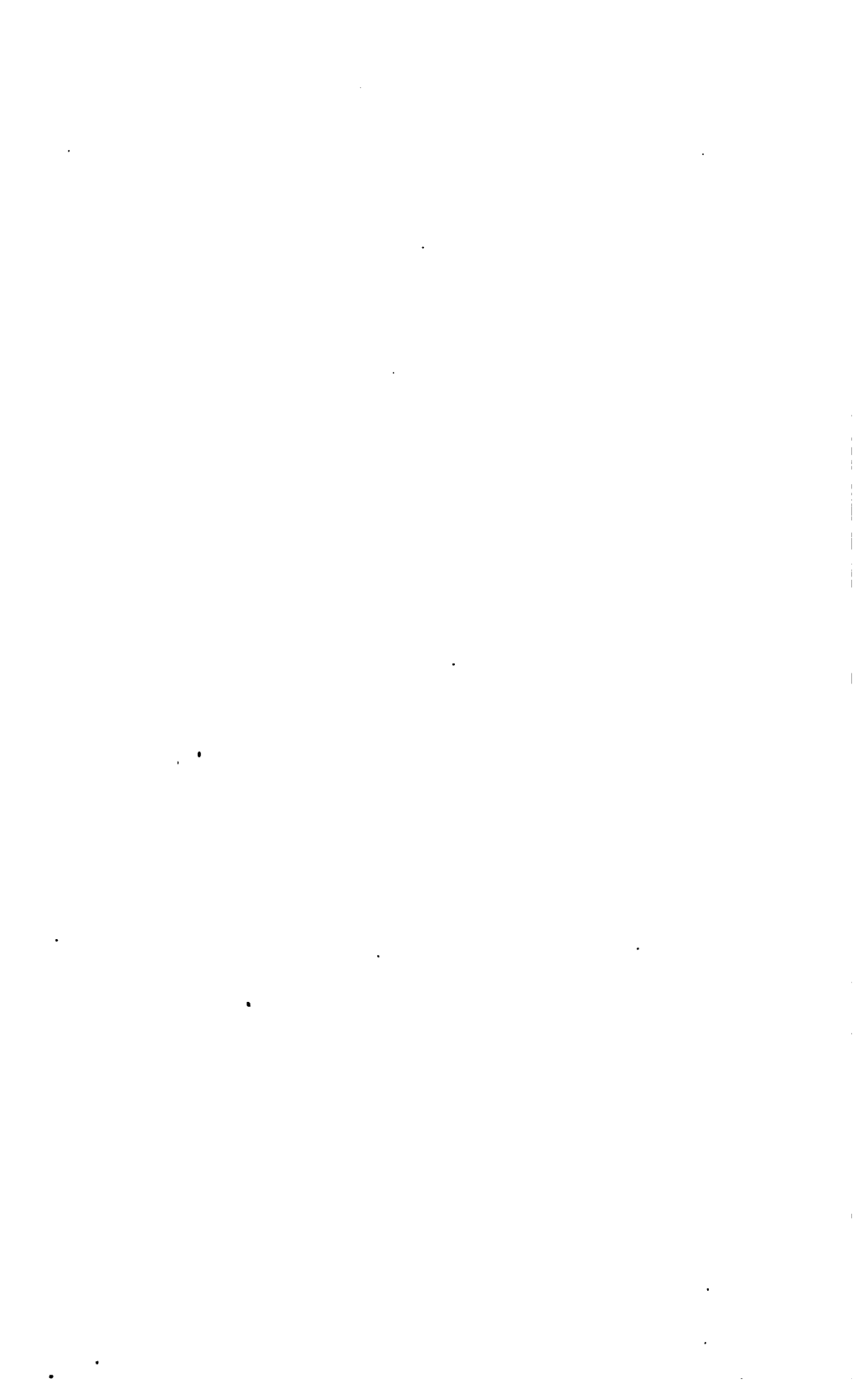
Tehuantepec, expire, on the 1st October, 1859, it is probable that the route by Lake Nicaragua will have been re-opened and in successful operation. This presents the question, whether one, two, or all three of these routes shall thereafter be employed for mail purposes. The Tehuantepec route is the shortest and most readily protected against interruptions; but it will be comparatively too new, and the line of staging too long, to furnish with certainty adequate and satisfactory communication between our Atlantic and Pacific possessions. While it is destined, no doubt, to become a transit of the first importance, and will deserve the highest patronage and encouragement, still it cannot supersede the necessity of one or more routes through Central America. Indeed, every year is demonstrating that the United States may need, not only for postal, but for commercial purposes of vast magnitude, additional transit routes. The Panama Isthmus route is now used only under a contract with the railroad company, who, in turn, hold it by a charter granted by the local government. This company might, at any time, refuse to contract with the United States, or its demands for transportation might be so exorbitant as to amount to a prohibition. After much controversy, the department has not been able to reduce the price of transportation of the mails upon it below one hundred thousand dollars per annum—a price believed to be entirely too high for only 48 miles of railroad; and there will be the same exposure to exorbitant demands upon the Nicaragua route, under the direction of a private company. To relieve the department from a condition so dependent, as well as to create a competition which might prevent extortion, it is of the highest importance that the route by Nicaragua should be re-opened, and its undisturbed use for the transportation of the mails, passengers, troops, and munitions of war secured by the solemn guarantees of a public treaty. Without this, in view of the unstable condition of the local governments of Central America, the safety and security of transportation can hardly be relied on. Contracts given by these governments to individuals or companies, in the absence of a regular treaty, under which, if necessary, the power of the United States might be invoked to enforce fulfillment, may be irregularly, if not unjustly revoked, and the department be embarrassed by the rival claims of contending parties, unable to determine satisfactorily with whom it should contract.

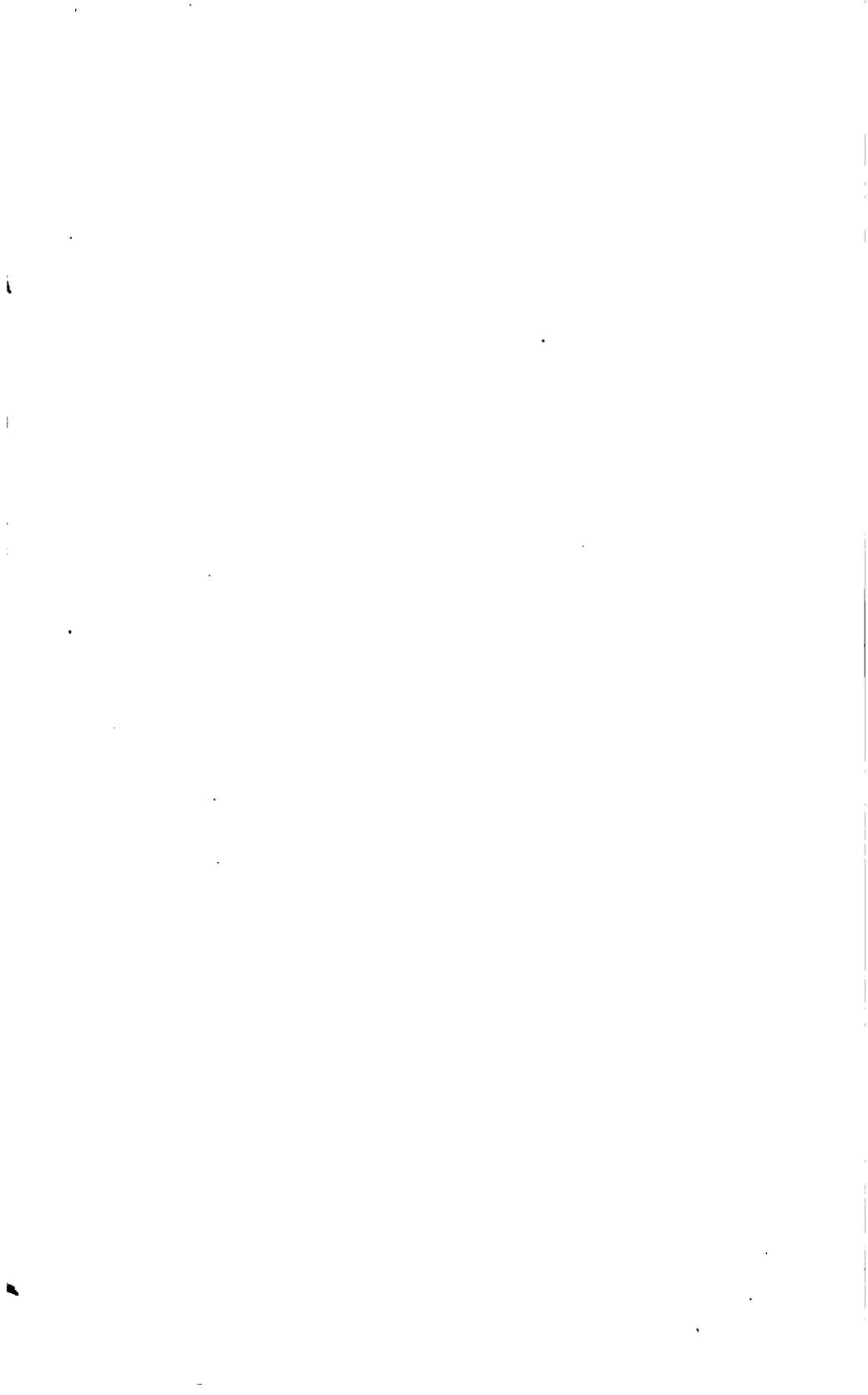
The late treaties with China and Japan, and the rapid growth and vast mineral resources of Australia, have made all the transit routes of Central America of increased importance to the United States. By them the Atlantic section of our country would be enabled equally with that of the Pacific to participate in that Asiatic commerce which made Tyre, Alexandria, Venice, and Genoa, the market-houses of the world. It is the almost exclusive enjoyment of this trade which makes Great Britain the first commercial power of modern times.

The United States, from her mediate position between Europe and Asia, and from her agricultural productions, particularly those of cotton and tobacco, ought now to participate largely in the advantages of this trade. This she would be enabled to do by the free use of these transits, and by the other communications already opened and

in successful operation between the Atlantic and Pacific States, especially when these communications are taken in connexion with the establishment of a steam mail line from San Francisco to Japan and China. Such a line, it is confidently believed, would draw to it not only the correspondence and travel of our own country, but of Great Britain and most of the continent of Europe. These, with its commercial profits, would probably sustain it without any other subsidy than the postages on the mails conveyed. After the first three years, the department feels confident that no subsidy whatever would be required to sustain it. Before even three years will expire, there is every probability that a line of telegraphs will be completed from San Francisco to New York, and, indeed, to every important city on the Atlantic. Such a line is already made, as we understand, nearly to the summit of the great Nevada. Letters written in England, and many parts of the continent, are transmitted by steamers to Boston, New York, &c., in from nine to eleven days. They can be transmitted by telegraph to San Francisco in one or two days at most, and thence shipped by the mail line to Japan, and China, Australia, &c. No other mode of communication can be as expeditious as this; and such correspondence would, therefore, constitute, with the regular full letter correspondence passing through this country, no inconsiderable element for the support of such a line. It is a very singular fact that the minister from Japan to the United States, instead of coming eastward direct to San Francisco, and thence to Washington, is expected to go to England by the Isthmus of Suez, and thence to take passage to the city of New York. So our ministers to China must go and return by the same circuitous route. The probability that by suitable exertions much of this trade, travel, and correspondence can be made to pass over this continent, is to be found in the strenuous exertions now making by Great Britain to secure the same through her own Canadian possessions. This rivalry of effort is for the greatest commerce of the world, and should call forth, as doubtless it will, the energies of both nations to secure such portions of it as each shall think itself fairly entitled to receive.

I have the honor to be, very respectfully, your obedient servant,
AARON V. BROWN.





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